

REPORT

ON

A STUDY OF THE PLANNING PROCESS FOR RURAL DEVELOPMENT
AT THE BLOCK AND DISTRICT LEVEL

Submitted

to

Department of Rural Development
Government of India, New Delhi

by

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P R E F A C E

Economic planning, whether at macro or micro levels, helps in raising the effectiveness of developmental programmes. But planning at micro level has not received adequate attention in our country even with respect to programmes of rural development most of which are undertaken at local levels. The present study was undertaken to meet this gap. The study was conducted primarily during the year 1984 and first quarter of 1985. The report, after prior discussions with the appropriate authorities in relevant states, was submitted to the Department of Rural Development, Government of India in March 1985. The report was scrutinised in the Government and was accepted by it in the last quarter of 1985.

I would take this opportunity to thank the Department of Rural Development, Ministry of Agriculture, Government of India for agreeing to sponsor the project and providing the finance. In particular, I would like to thank Shri M. Subramaniam, the then Additional Secretary in the Department of Rural Development and present Secretary, Ministry of Agriculture, Government of India who had taken keen interest in the study during its inception. I would also like to thank Shri G.L. Bailur who was Joint Secretary in the Ministry of Rural Development at the time the work of the project had started. Thanks are also due to Shri R.K. Manchanda, Assistant Commissioner(IRD) in the Department of Rural Development. I am also thankful to Dr. P.R. Dubhashi, the Director of my Institute for providing necessary support and

encouragement which enabled me to complete this work. Thanks are also due to Shri B.D. Singh, Research Associate of the Institute who assisted me in this project even though he was not formally associated with it. I am thankful to Shri Amit Kumar Shukla who worked as Research Assistant in the Project. Dr. Ranji Sahay, Reader in Economics, S.P. Jain College, Sasaram who worked as Consultant to the Project for a few months provided considerable assistance in procuring data and information from Rohtas district in Bihar. His acquaintance with the area proved very useful. I thank him. Thanks are also due to Shri Surendra Pal Sharma and Mrs. T. Shanta Kumari for their secretarial assistance.

The list of officers and others at the State, district and block levels in both the States where field enquiries were conducted is given in an annexure of chapter 1. The study could not have been completed without the extensive cooperation rendered by them. In particular, I would like to mention the assistance received from Shri B.H. Chaudhary, Assistant Commissioner, Rural Development, Gujarat Government, Gandhinagar, Shri V.V. Prajapati, Director D.R.D.A. Mehsana (Gujarat), Shri S.N. Dube, District Magistrate, Shri G.K. Verma, Managing Director, D.R.D.A., and Shri Damodar Sinha A.F.O. (credit) D.R.D.A. Rohtas district in Bihar. I thank all of them.

(Kanta Prasad)

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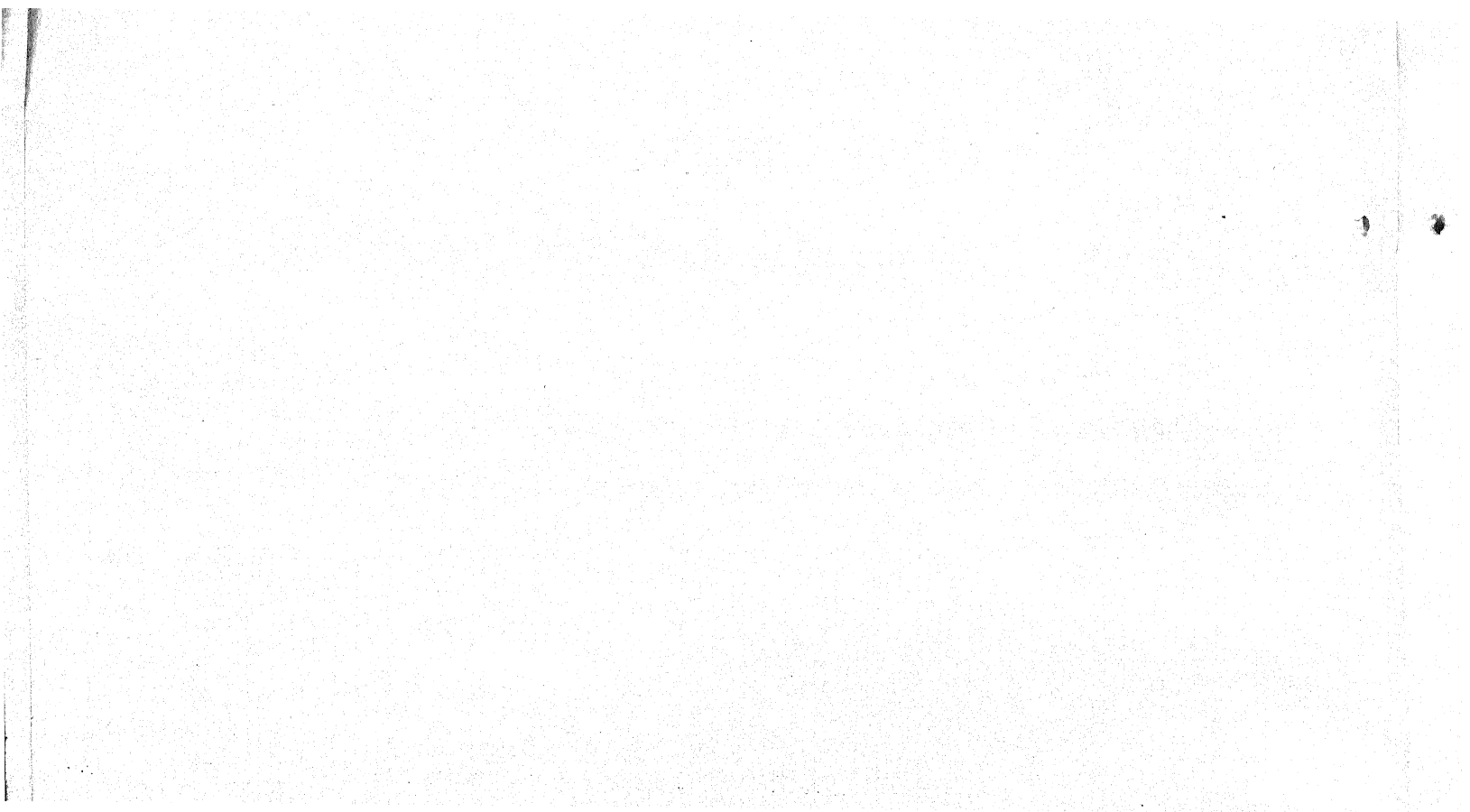
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Chapter 1

Introduction

The case for micro-level planning has been advocated for quite some time in India. A number of micro-level plans for rural development have been formulated by government as well as non-government agencies specially since the emphasis on district level planning during the Fourth Five Year Plan. Most of these plans, however, remained paper exercises which could not be implemented. With the recent adoption of the Integrated Rural Development Programme, local level planning has become even more important. This suggests the need to look into the organisational and administrative implications of introducing such planning. At the same time, the problem of coordination in planning at district and block is becoming more and more difficult on account of increase in the number of agencies initiating rural development projects/programmes. The extent to which the recently created District Rural Development Agencies have been able to bring about the needed systematisation and coordination deserves to be enquired into. The availability of a suitable machinery for planning and of data base are other aspects which should be examined. If the unhappy experience of district-level planning in the Fourth and Fifth Year Plans is to be avoided, it is important that the above implications be studied in depth in the field and an appropriate system of rural development planning be designed on a priority

basis. The present research project was developed in the light of the above considerations. Its objectives are as below.

Objectives

1. To examine the process of formulation of block and district plans with particular reference to determination of priorities, setting up of targets, and coordination and integration of projects of different government departments and suggest improvement.
2. To examine the role of non-government agencies such as banks, Panchayati Raj Institutions, voluntary agencies, local educational institutions and the public in formulation of micro-level plans.
3. To determine the criteria and the procedure followed in formulation and selection of typical rural development projects falling within the purview of DRDAS and suggest measures for improvement.
4. To compile information on data needs and availability for micro-level planning and suggest improvements with regard to the type of data and machinery for its collection, compilation and processing.
5. In the light of the above, to determine a suitable organisational set up for planning process for rural development at the block and district levels.

Methodology

In consultation with the Ministry of Rural Development, it was decided to conduct this study in two States one of which would be a developed one with relatively better planning system and another a backward one with weaker planning system. This was expected to provide a good material for comparison and contrast. Accordingly, the States of Gujarat and Bihar were selected. Discussions were held with State department dealing with planning and rural development for selecting one district in each State for an indepth study. The district of Mehsana in Gujarat and of Rohtas in Bihar were thus selected. Mehsana district has a well established cooperative system for beneficiaries of milch animal programme under the IRDP. This district, therefore, also provided study material on the role of cooperatives in rural development programmes. Besides, the rural development programmes were reportedly performing well in this district. The district of Rohtas has the unique feature that it represents a varied geographical, economic and social situation with a mix of plain and hilly areas, of economically developed northern part and economically backward southern part and both tribal and non-tribal population. In each district, two blocks were selected for indepth study one of which was the block at the headquarter and other in the interior. The blocks

selected were Mehsana and Chanasma in Mehsana district and Sasaram and Bhagwanpur in Rohtas district. This was supplemented by enquiries conducted in other blocks/talukas like Kadi taluka in Mehsana and Kudra and Bhabhua blocks in Rohtas.

Information for the study was collected from published and unpublished documents a list of which is included here (See Annexures 1.1 and 1.2). Information was also obtained from files and records of offices at district and block levels including proceedings of meetings of different committees, boards etc. The method of personal interviews with concerned functionaries, at State, district and block levels, local leaders and purposively selected members of public was also used. A list of persons interviewed is enclosed herewith. (See Annexure 1.3 and 1.4). For this purpose a brief questionnaire was also used, a copy of which is enclosed here (see Annexure 1.5).

A draft report was first prepared in the month of October, 1984. It was discussed with officers of the State level department dealing with rural development in Gujarat and with the concerned district level officers including Managing Directors, DRDA in both the States and their comments obtained. A copy of the draft was sent to Ministry of Rural Development, Government of India and their comments obtained. The report has been finalised in the light of the comments received from all sources.

Annexure 1.1

List of Documents Consulted for Gujarat

1. Papers for Annual Conference on Rural Development: Integrated Rural Development, Trysem, National Rural Employment Programme, Antyodaya, Block Level Planning, Agriculture and Forest Department, Gandhinagar, 7.8 September, 1982.
2. Papers for Annual Conference on Rural Development, IRDP, TRYSEM, NREP, Antyodaya, BLP; Agriculture and Forest Deptt., Gandhinagar, 23 July, 1983.
3. Proceedings of Annual Conference on Rural Development, held on 23rd July 1983, Agriculture and Forest Department, Sachivalaya Gandhinagar.
4. Papers for Annual Conference on Integrated Rural Development, Trysem, DWCR, SLPP, Antyodaya Block Level Planning, Commissionrate of Rural Development, Gujarat State, Gandhinagar, 26th September, 1984.
5. Budget Publication No.30
Gujarat State, Development Programme, 1984-85, Planning Division, General Administration Gujarat Gandhinagar, February 1984.
6. Annual Action (Credit) Plan, Mehsana District (Gujarat) 1984, Lead Bank, Dena Bank Cell, Highway, Mehsana-384002, Regional Office Place Road, Palanpur-385001.
7. District Rural Development Agency, Mehsana, Integrated Rural Development Programme; Annual Plan Proposals for 1983-84, District Rural Development Agency, Opp. S.T. Stand, Mehsana.
8. Progress of Integrated Rural Development Programme during the Month of December 1984 Mehsana District, January 4, 1985, District Rural Development Agency, Opp.:S.T. Stand, Mehsana (N.G.).
9. Minutes of the several meetings of the Standing Committee of DLCC-Mehsana Dist. Dena Bank, Regional Office: Palace Road, Palanpur, & Dena Bank, Lead Bank Cell, Highway, MEHSANA.
10. Seventh Five Year Plan-1985-90, Report of the Working Group No.6 on Personnel & Training.

11. Minutes of the State Level Co-ordination Committee, 18th August, 1983.
12. Decentralised Planning in Gujarat, General Administration Department Planning Division Sachivalaya, Gandhinagar, September 1981.
13. Decentralised District Planning Process in Gujarat, Planning Division, General Administration Department, Sachivalaya, Gandhinagar, April 1983.
14. A Dream come true, General Administration Department (Planning), Government of Gujarat.
15. Anil C. Shah Project Linkage, Agriculture and Forest Department (Rural Development), Government of Gujarat, Gandhinagar, August 1983.
16. Important instructions regarding Planning and Implementation of IRDP for 1984-85 (in Gujarati), Commissioner, Rural Development, Government of India, Gandhinagar.
17. Kutumbh Posthi, Rural Development Department, Government of Gujarat (Gujarati).
18. National Rural Development Programme - A guideline, Ministry of Rural Reconstruction, Government of India, New Delhi, September 1981.
19. National Rural Employment Programme - A guideline, by Government of India, Ministry of Rural Development, Krishi Bhavan, New Delhi, August, 1983.
20. Operational guidelines on Block Level Plans for Integrated Rural Development Programme, Government of India, Ministry of Rural Development, April 1982.
21. Important circulars on Integrated Rural Development Programme (issued since 2-10-1980), Government of India, Ministry of Rural Development, New Delhi, July 1982.
22. Manual on Integrated Rural Development Programme, Government of India, Ministry of Rural Reconstruction, New Delhi, January 1980.
23. Lead Bank Scheme, District Credit Plans - guidelines for the third round, Reserve Bank of India, Rural Planning and Credit Cell, Bombay, February 1982.

Annexure 1.2

List of Documents Consulted for Bihar

1. Draft Annual District Plan 1984-85, Planning Department, Government of Bihar.
2. Resolution no. 682 dated 15th March 1983, Planning Department, Government of Bihar, Patna (Mimeographed).
3. Memo dated 4 November 1982, by C.R. Vaidyanathan Planning Department, Government of Bihar (Mimeographed).
4. Identification of District Level Schemes in Bihar, State Planning Board, Bihar, 1984.
5. National Rural Employment Programme, Introductory note and guidance (in Hindi) by Rural Reconstruction and Panchayati Raj Department, Government of Bihar.
6. District Credit Plan 1983-85, Rohtas, Bihar, The Third Round, The Punjab National Bank, Lead Bank Office, Sasaram, January 1983.
7. Annual Action Plan 1984, Rohtas, Bihar, The Punjab National Bank, Lead Bank Office, Sasaram, December 1983.
8. Annual Plan, 1982-83, District Rural Development Agency, Rohtas, Sasaram (In Hindi).
9. Annual Plan 1983-84, District Rural Development Agency, Rohtas, Sasaram (in Hindi).
10. Tentative Action Plan of LRDP in Rohtas District for the year 1984-85, DRDA, Rohtas, Sasaram.
11. List of selected Beneficiaries for 1984-85, Sasaram block, District Rural Development Agency, Rohtas, Sasaram (in Hindi).
12. List of Selected Beneficiaries for 1983-84, Chand Block, Chenari Block, Rohtas Block, District Rural Development Agency, Rohtas, Sasaram (In Hindi).
13. List of selected Beneficiaries for 1982-83 Kudra Block and Adhaura Block, DRDA, Rohtas (in Hindi) for the year 1984-85, DRDA, Rohtas, Sasaram.

14. Block-wise, NREP Plan for 1983-84, for district Rohtas, Office of the DDC, Sasaram.
15. Final Monthly Report on the Implementation of 20-Point Programme, 1982-83, Planning Commission (20-Point Programme Cell), New Delhi, April 1983.
16. Circular No. 17/Planning, dated 24th September, 1983 from DDC, Sasaram regarding preparation of five year plan (in Hindi).
17. Proceedings of District Level Review meeting (First Meeting of 1984) for District Rohtas on 6th March 1984, The Punjab National Bank, Lead Bank Office, Sasaram.
18. Circular No. 5632/RPP dated 25th May, 1984, Government of Bihar, Rural Reconstruction and Panchayati Raj Department, Patna.
19. Circular No. NB (Pat) Gen. 55/4545/83-84 dated 21 May, 1984, from NABARD, Patna.
20. Selected Project Profiles for IRDP Beneficiaries 1984-85 Vol. 1, Prepared by NABARD in consultation with Rural Reconstruction Department, Government of India, DRDA, Rohtas, Sasaram.
21. Proceedings of the meeting of the District Planning and Development Council held at Sasaram on 10 September, 1983 (in Hindi).
22. Proceedings of the Standing Committee, Lead Bank Office, Sasaram, (various meetings).
23. Vikas Patrika, issued by DRDA, Rohtas.
24. National Rural Employment Programme - A guideline, Ministry of Rural Reconstruction, Government of India, New Delhi, September 1981.
25. National Rural Employment Programme - A guideline, by Government of India, Ministry of Rural Development, Krishi Bhavan, New Delhi, August, 1983.
26. Operational guidelines on Block Level Plans for Integrated Rural Development Programme, Government of India, Ministry of Rural Development, April 1982.

27. Important Circulars on Integrated Rural Development Programme (issued since 2-10-1980), Government of India, Ministry of Rural Development, New Delhi, July 1982.
28. Manual on Integrated Rural Development Programme, Government of India, Ministry of Rural Reconstruction, New Delhi, January 1980.
29. Lead Bank Scheme, District Credit Plans, - guidelines for the third round, Reserve Bank of India, Rural Planning and Credit Cell, Bombay, February 1982.

Annexure 1.3

List of Officers/Experts Interviewed in Gujarat

1. S.M.F. Bhukhari, Deputy Commissioner, Commissionerate of Rural Development.
2. R.M. Shah, Deputy Commissioner, Commissionerate of Rural Development.
3. M.G. Patel, Joint Director (Monitoring), Commissionerate of Rural Development.
4. B.H. Chaudhary, Asstt. Commissioner (NREP), Commissionerate of Rural Development.
5. J.N. Dave, Asstt. Commissioner (RDP), Commissionerate of Rural Development.
6. Shri V.V. Prajapati, Director, DRDA, Mehsana.
7. Shri G.P. Makad, APO (Monitoring) DRDA, Mehsana.
8. Shri M.G. Goti, APO (Agriculture) DRDA, Mehsana.
9. M.D. Patel, APO (Industry) DRDA, Mehsana.
10. L.H. Bhatol, Manager, Rural Service Centre, Dena (Lead) Bank, Mehsana.
11. M.S. Pancha, District Planning Officer, Mehsana.
12. R.K. Soni, T.D.O. Mehsana Taluka (April 1984).
13. T.D. Vasava T.D.O. Mehsana Taluka (January, 1985).
14. A.F. Chaudhary E.O. (Agriculture) Mehsana Taluka.
15. N.B. Chaudhary, Junior Engineer (NREP) Mehsana Taluka.
16. H.L. Gandhi, Accountant Dena Bank, Chansalla.
17. P.I. Patel, Dy. Executive Engineer, Chanasma.
18. J.H. Parmar, Senior Clerk, (IRDP) Chanasma.
19. J.C. Barot, V.L.W. Chanasma.

20. Raman Lal H. Patel, President, Ganeshpura Milk Producers Society, Ganeshpur, Kadi Taluka, District - Mehsana.
21. Bikabhai A. Prajapati, Secretary Ganeshpura Milk Producers Society, Village Ganeshpura, Taluka - Kadi, District - Mehsana.
22. Mr. Bhat, Managing Director, Dudhsagar Dairies, Mehsana.
23. Dr. Mrs. Izabela Soshadri, Senior Core Faculty, Bank of Baroda Staff College, Ahmedabad.
24. Dr. M. Dixit, Associate Professor, Indian Institute of Management, Ahmedabad.

Annexure 1.4

List of Officers/Experts Interviewed in Bihar

1. Shri N.K. Prasad, Deputy Chairman, Bihar State Planning Board, Patna.
2. Shri J.G. Kunte, Secretary, Bihar State Planning Board, Patna.
3. Shri R.N. Srinivasan, Commissioner and Secretary, Rural Development, Government of Bihar, Patna.
4. Shri Mukesh Nandan Prasad, Special Secretary, Rural Development, Government of Bihar, Patna.
5. Dr. R.B. Singh, Director, Bihar State Planning Board, Patna.
6. Dr. Madaneswar Misra, Adviser IRDP, Department of Rural Development, Bihar State, Patna.
7. Shri S.N. Dube, District Magistrate and Collector, Rohtas, Sasaram.
8. Shri S.M. Shahabuddin, Deputy Development Commissioner, Rohtas, Sasaram.
9. Shri G.K. Verma, Managing Director, DRDA, Rohtas, Sasaram.
10. T.K.B. Sahay, Lead Bank Officer, Punjab National Bank Sasaram.
11. Shri N.K. Sinha, S.D.O. Bhabua Sub-division, Bhabua.
12. Smt. Durgawati Devi, Pramukh, Block Panchayat Samiti, Sasaram Block, District Rohtas.
13. Shri Damodar Sinha, APO (Credit) DRDA, Rohtas and subsequently SDO Bhabua.
14. Shri Akhileshwar Sahay, APO (Agriculture).
15. Shri Ramesh Prasad, APO (Monitoring).
16. Shri Jagdish Narain Prasad, APO (Animal Husbandry).

17. Dr. Ramji Sahay, Department of Economics, S.P. Jain Colloge, Sasaram.
18. Shri Brij Kishore Prasad, Dist. Planning & Evaluation Officer Department of Agriculture, Dist. - Rohtas.
19. Shri Awadh Bihari Pandey, District Agricultural Officer, Rohtas.
20. Shri R.N. Gupta, Branch Manager, SBI, ADB, Bhabua.
21. Pandit Girish Narayan Misra, Chairman, Zila Parishad, District - Rohtas, Sasaram.
22. Mr. Chakrawarty, Bank of Baroda, Sasaram.
23. Shri Dinanath Duboy, Correspondent of PTI and Social Worker, Sasaram.
24. Shri Amrendra Kumar, Correspondent, UNI, Samachar Bharati and Social Worker, Sasaram.
25. M.D. District Industries Centre, Rohtas.
26. Manager, Central Bank of India, Sasaram.
27. Shri Satyendra Misra, Head Assistant, District Planning Office, Sasaram.
28. Shri Nagendra Pathak, BDO Sasaram.
29. Mr. Pandey BDO Bhabua & Officiating BDO, Bhagwanpur.
30. Mr. Ram, BDO, Kudra.
31. Mr. Sharan, CEO, Kudra.

Annexure 1.5

RESEARCH PROJECT ON A STUDY OF PLANNING
PROCESS FOR RURAL DEVELOPMENT AT
BLOCK AND DISTRICT LEVEL

QUESTIONNAIRE

SPONSORED BY :
MINISTRY OF RURAL DEVELOPMENT
GOVT. OF INDIA, NEW DELHI.

CONDUCTED BY :
INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
INDRAPRASTHA ESTATE, RING ROAD
NEW DELHI-110002.

I : PROCESS OF FORMULATION OF BLOCK LEVEL & DISTRICT LEVEL PLANS

Q.1 Is a five year development profile or a perspective plan drawn of each blocks?

Yes/No

(If Yes give a copy)

Q.2 How is this plan prepared?

Q.3 Is this plan taken into account while sanctioning IRDP Schemes?

Yes/No

(a) If Yes, how?

(b) If No, why not - reasons?

(i)
(ii)
(iii)

(c) Suggested improvements, if any?

Q.4 If the perspective plan not drawn or not taken into account, what are the reasons?

(i)
(ii)
(iii)

Q.5 Is particular attention being given to the economic plans for women?

Yes/No

(a) If Yes, how?

(b) Suggested improvements, if any?

Q.6 Is there a Block Annual Plan? (If yes give a copy)
Yes/No

(a) If No, what are the reasons?

- (i)
- (ii)
- (iii)

Q.7 How is this plan prepared?

Q.8 Suggest improvements in the preparation of Block Annual Plans?

Q.9 Is IRD Block Plan integrated with the development Programmes of the other departments? Yes/No

(a) If Yes, how? (Please give details)

(b) If No, why not - reasons?

(c) Suggested improvements, if any?

Q.10 What are the major problem areas of your Block/District?

- (i)
- (ii)
- (iii)
- (iv)
- (v)

Q.11 What are the major priority areas of your Block/District as defined in the plan?

- (i)
- (ii)
- (iii)
- (iv)
- (v)
- (vi)

Q.12 Do the problems and the priority areas match with each other in the Block/District Annual Plan?

Yes/No

(a) If Yes, How?

(b) If No, why not - reasons?

(c) Suggestions, if any?

Q.13 Is the problems and the priority areas match with other in the Block/District perspective plan?

Yes/No

(a) If Yes, how?

(b) If No, why not - reasons?

(c) Suggestions, if any?

Q.14 How are these priorities as mentioned above determined in the Block level and District Level Plans?

(a) Block Level Plans:

(b) District Level Plans:

(c) Suggested improvements, if any?

Q.15 How are the sectoral targets determined in the Block/District level plans?

- (a) Block Level Plans:
- (b) District Level Plans:
- (c) Suggested improvements, if any?

Q.16 Was a two day orientation workshop at Block/District Level conducted as given in the IRDP guidelines?

Yes/No

- (a) Has it helped in any way in the formulation and/or implementation of Block/District level plans?

Yes/No

- (i) If Yes, how?
- (ii) If No, why not?

- (b) Would you recommend that such workshops should be conducted frequently in future?

Yes/No

- (i) If yes, why?
- (ii) If No, why not?
- (iii) Any other recommendation?

Q.17 Do you think decentralised planning leads to difficulty in monitoring the progress of different programmes?

Yes/No

(Please explain in detail)

Q.18 Do you think decentralisation of planning leads to diversion of funds meant for one purpose to the other?

Yes/No

(a) If yes, how?

Q.19 Do such diversion take place for your Block/District

Yes/No

(a) If yes, how and why?

Q.20 Do you agree with the view that since State Administration is accountable to State legislature for all developmental work, there should be more centralisation?

Yes/No

(Explain in detail why?)

Q.21 Are you satisfied with the process of formulation of Block/District level plans?

(Explain in detail why?)

Q.22 What improvements can be made in the present system of planning?

Q.22 Please indicate whether there is any prior consultation or coordination between different institutions like DRDA, DIC, Engineering Departments, Agriculture, Irrigation DMEGC with respect to evolving integrated programmes/schemes?

(a) If so please give details and examples

(b) If No, are there any proposals or suggestions in this respect.

Q.24 Is there any coordination between IRDP, NREP, MNP and Programmes for the welfare of scheduled castes & Tribes, women etc.?

If so, please give details with examples.

II : ROLE OF NON-GOVT. AGENCIES IN PLAN FORMULATION & IMPLEMENTATION

Q.1 Is there a Block and District level credit plan?

Yes/No

(if yes, give a copy)

(a) If No, then what is the alternative?

Q.2 Are the Bank authorities associated with the household survey and identification of beneficiaries as per guidelines?

Yes/No

(a) If yes, how?

(b) If No, why not?

(c) Suggestions, if any?

Q.3 Are banks associated with selection of schemes?

Q.4 Is there effective coordination within banks themselves between banks & Govt. agencies in planning rural development programmes/scheme?

(if so how?)

Please give details

Q.5 Are the services of Banking institutions adequate in your Block/District.

Yes/No

(a) In how many clusters in this facility not available?

Number_____

Q.6 Are the services of Banking institutions adequate in your Block/District?

Yes/No

(a) If No, suggest improvements?

Q.7 Does the credit plan indicate the area of operation of each Bank branch and cluster of villages allocated to the Branch?

Yes/No

(If No, give reasons)

(a) Suggestions, if any?

Q.8 What are the main considerations in allocating the programmes among the commercial, cooperative and Regional Rural Banks?

(i)

(ii)

(iii)

(iv)

(a) Suggestions to the above basis, if any?

Q.9 Are the beneficiaries helped in completing the formalities for the purposes of loan?

Yes/No

If so, why?

Q.10 Are the subsidy and loan amount released simultaneously?

Yes/No

(a) If yes, do you think this procedure is efficient & adequate (explained in detail).

(b) Suggestions for improvement?

Q.11 What is the role of village council/Gram Sabha in the final selection of beneficiaries? _____

Q.12 Does this role conform to the guidelines issued by the Ministry?

Yes/No

Q.13 What is the role of voluntary agencies and other non-Governmental institutions in selection of beneficiaries.

Please give details?

III : PROJECT SPECIFIC QUESTIONS:

Q.1 How is the target group identified under the IRDP? (give details).

Q.2 Is this system of identification?

Yes/No

(a) Efficient

(b) Adequate in coverage

(c) Suggestions for improvement, if any?

Q.3 Which of the following three approaches is being followed in your Block/District?

Comprehensive Survey Approach/Cluster Approach/Any other Approaches.

- Q.4 If the cluster approach is being followed in your Block/District, how are the clusters selected?
- Q.5 Are the selection of clusters as per the guidelines provided?
Yes/No
- Q.6 If the selection of clusters as per the guidelines provided, which criterion is being followed?
- Q.7 Spartial/functional/any other criteria
(a) If any other criteria, please give reasons?
- Q.8 How many clusters were selected in your Block/District?
Was a household survey conducted in your block?
Yes/No
- Q.9 Who conducted the household survey? Yes/No
(a) Is this system adequate?
(b) Suggestions for improvements, if any?
- Q.10 Are the beneficiaries selected outside the clusters also?
Yes/No
(a) If yes, why?
(b) If No, why? - reasons:
(c) Is the procedure adopted for selecting/not selecting beneficiaries outside the clusters appropriate?
Yes/No

(d) Suggestions, if any?

(e) What is the % of beneficiaries selected outside the cluster?

Q.11 Are the following taken into account while suggesting a scheme?

Yes/No

(a) Economic Viability

Yes/No

(i) If yes, how?

(ii) If No, why not?

(iii) Any other response?

(b) Practical Feasibility

Yes/No

(i) If yes, how?

(ii) If No, why not?

(iii) Any other

Q.12 Are the economic norms same as adopted by banks in financing the scheme?

Yes/No

(a) If yes, explain?

(b) If No, reasons?

(c) Suggestions for improvement, if any?

Q.13 Are the local variations in the unit cost of schemes taken into account while formulating a scheme?

Yes/No

(a) If yes, give some examples?

(b) If No, give reasons?

(c) Suggested improvement, if any?

Q. 14 How are these variations accounted for?

Q.15 Is the family plan outside the cluster included in the block plan?

Yes/No

Q.16 What is the ratio of number of beneficiaries identified to the number of beneficiaries to the assisted under IRDP Programme?

Ratio: _____

(a) It is double as per the guidelines? Yes/No

(b) If no, why not?

Q.17 Who is the final authority for the identification of beneficiaries?

Q.18 What was the proforma used while conducting the survey?

A prescribed one / any other one?

Q.19 What improvement do you suggest in this respect?

Suggestions:

- 1.
- 2.
- 3.
- 4.
- 5.

Q.20 Is an Annual Action Plan prepared for IRDP?

Yes/No

(a) If yes, give a copy?

(b) If No, give reasons?

Q.21 How is the scheme proposed for beneficiaries selected?
(give details).

Q.22 Is the above system an exercise in matching the
scheme proposed by beneficiaries with the resource
potential?

Yes/No

(a) If yes, how?

(b) If No, why not?

(c) Improvements suggested, if any?

Q.23 Is the provision for the following taken into account
while selecting a scheme?

(a) Raw Material How?

Yes/No

(b) Marketing facilities Yes/No
How?

(c) Technical inputs Yes/No
How?

(d) Credit facilities Yes/No
How?

(e) Insurance cover Yes/No
How?

(f) Other specific facilities, Yes/No
if undertaken, How?

Q.24 Are the proposed schemes ranked? Yes/No

(a) If yes, what is the chance of selecting the
first and the second preference of schemes(a sample)

Q.25 Is IRDP Programme sanctioned for all working members of
a family or only **one** working member? Yes/No

All working members

One working member

Any other criteria (specify

Q.26 If the IRDP is sanctioned for more than one working
member of the household are they integrated? Yes/No

(a) If yes, how?

(b) If No, explain the alternative?

(c) Suggested improvements, if any?

Q.27 Is an income generation plan prepared for each family?

Yes/No

(if yes, give some samples)

Q.28 Does this income generation plan include the provision for upgradation of studies under TRYSEM Programme?

Yes/No

Q.29 What is the scope of the income generation plan in providing employment to the members of the family? (give details).

Q.30 Is there a system of reviewing all on-going programmes both planned and non-planned at the block/district level?

Yes/No

(a) If yes, give details?

(b) If no, then what is the alternative undertaken?

(c) Improvements suggested, if any in the present system?

Q.31 Is there a monitoring schedule indicating the names of officers responsible for monitoring the implementation of IRDP drawn up?

Yes/No

(if yes, give a sample)

Q.32 Who is responsible for collecting the data for assessing the impact of IRDP Programmes?

Q.33 How is this impact assessed? Give details?

Q.34 Has an exercise in verifying the income and asset position of beneficiaries undertaken?

Yes/No

If yes give a copy?

If no give reasons?

Q.35 Is there any attempt to have a package of activities of different types involving all members of the family?

Yes/No

Q.36 Is a list of families assisted under IRDP made available to the concerned departments for follow up action in respect of services like?

(a) Application Nutrition Yes/No

(b) Compulsary primary education Yes/No

(c) Adult Education Yes/No

(d) Family welfare Yes/No

(e) Childrens and women's Programme Yes/No

(f) Housing Yes/No

(g) Health Yes/No

(h) Other services (specify) Yes/No

Q.37 How is the follow up action

No action/Good/Fair/Bad/V.Bad (give details).

Q.38 Suggested improvements in the follow up action, if any?
including financial and manpower implications of the
suggestions if any?

(B) NATIONAL RURAL EMPLOYMENT PROGRAMME (NREP)

Q.1 Are the estimates of additional gainful employment
prepared while formulating schemes for NREP?

Yes/No

(a) If yes, how are these estimates prepared?

(b) If No, why not?

Q.2 Who prepares these estimates?

Q.3 Who sanctions these estimates?

Q.4 What are the major area in which the schemes for
additional gainful employment have been formulated in
the past two years?

1.

2.

3.

4.

5.

Q.5 What items are included in the durable community assets?

- 1.
- 2.
- 3.
- 4.
- 5.

Q.6 Do these assets lead to rapid rural growth?
(give reasons)

Yes/No

Q.7 Do these assets lead to an increase in the income of
the rural poor? (give reasons).

Yes/No

Q.8 What other assets would you like to include in the
category of durable community assets?

- 1.
- 2.
- 3.
- 4.

State Level Questions:

Q.9 How frequently does the State level coordinating
committee meet? (Give the minutes of the meeting for
last two years).

Q.10 Is the annual plan of works prepared by the State Govt.?

Yes/No

(if yes, give a copy)

(a) If No, what is the alternative?

Q.11 Is the Annual Plan of works furnished to the Central Govt. by April, 15 each year? Yes/No

Q.12 Has the State Govt. conducted a periodic Evaluation (study of works executed under NREP? (if yes, give a copy). Yes/No

Q.13 Has any such study been sponsored by the Central Govt.? Yes/No
(give the minutes of central committee on NREP).

District Level

Q.14 Is the NREP Planning and implementation done by DRDA? Yes/No

(a) If not, why?

(b) By which agency is it done?

Q.15 Are the NREP funds utilised for the works in accordance with the approved Action Plan for the District? Yes/No

Q.16 Are the Annual Action Plans.

Available? (If so, give them).

Yes/No

(a) How are these plans prepared?

(b) Who prepares them?

Q.17 Has the D.R.D.A. evolved a system of monitoring the progress of N.R.E.P. Schemes (if so, give the details)?

Yes/No

Q.18 Is it necessary to submit monthly progress report?

Yes/No

Q.19 Find out the number of VLW increased under the IRDP

Number Increased _____

Q.20 What percentage of NREP funds are used for strengthening of staff employed in implementing the NREP works?

Q.21 What are the arrangements for training of officers and staff engaged in NREP?

Q.22 What criteria are followed for allocation of funds within a district? Do you suggest any improvements?

Q.23 Are there some works benefitings? Scheduled Castes/ Scheduled Tribes only?

(a) Are the works benefiting individuals also taken up under this programme?

Q.24 Are the resources ear-marked as per guidelines for the following?

Yes/No

(a) Social Forestry

(b) SC/ST Programmes

Q.25 Does the D.R.D.A. has a shelf of projects?
(Give reasons)

Yes/No

(a) If yes, how are they used? Are they adequate?

Q.26 If the shelf of projects have not yet been prepared, how are the works being selected for execution?

Q.27 Is there a suitable system for a periodic review of projects included in the shelf?

Q.28 While preparing the shelf of projects, are linkages with other rural development programme taken into account (How?)

Yes/No

Q.29 What is the basis of selecting the shelf of projects?

Yes/No

Q.30 How is the priority assigned to different schemes in the shelf of projects?

Q.31 Is the village community involved in the preparation of the shelf of projects / if so, how? (Give details)

Q.32 While preparing the shelf of projects, how are the following taken into account?

(a) Works which would benefit the weaker section of society?

(b) Women

Q.33 Are the project in shelf arranged in order of priority? Is so, how is the priority determined?

Q.34 Is any five year plan or at least a plan for more than a year prepared?
(Give a copy)

Yes/No

Q.35 How are works distributed between different blocks & different villages in a block? Equally or based on other criteria?

Q.36 Is the Annual Action Plan amount double of the District allocation of funds? (As per guidelines)

Yes/No

Q.37 Has the DRDA laid down any specification and standard for the works under NREP?

Q.38 What are the types of work that are more popular in the State?

1.	2	3	4
----	---	---	---

Q.39 Whether all the assets created under the programme have been made durable 1

Yes/No

Q.40 Has any chart been prepared at the State H.Qrs showing the year-wise physical and financial achievements of the programme ever since its inception?

Yes/No

Q.41 Whether essential items like steel and cement are being made available to the executive agency on priority basis?

Yes/No

If not, what are the problem involved?

- Q.42 Is the staff provided at the State H.Qrs. at present adequate? If not what addition to the existing strength are considered necessary?
Yes/No

Block Level

- Q.43 Is the shelf of project for the Block as a whole available?
Yes/No
- Q.44 Was any help from technical institutions in the area was taken in the preparation of shelf of projects?
Yes/No
- (a) If yes, what type of technical institutions?
- Q.45 What is the methodology adopted for Supervision/Monitoring etc.? (give details).
- Q.46 What is the mechanism developed for supervision of individual works in different villages under the programme? (give details).
- Q.47 How often is the BDO visiting different works under execution in his Block?
- Q.48 What is the technical support given to the executing agency, which are mostly the village Panchayats?
- Q.49 Whether technical soundness of the works taken-up, is appraised before the work is actually taken up?
Yes/No
- Q.50 Whether the Technical Staff required is adequate? If not, what is the extent of shortfall etc.?
- Q.51 Which is the agency to ensure that all the works taken under the programme are made durable?

Q.52 Are the arrangements for future, maintenance invariably made after completion of the works, if not, how is the maintenance work being attended to?

Q.53 Organisational Structure for NREP?

(a) Block Level:

(b) District Level:

(c) State Level:

IV: DATA REQUIREMENTS:

Q.1 What type of data is required for the purposes of planning in your Block/District?

Q.2 What are the various types of data that are collected in your Block/District?

Q.3 Is the data thus collected adequate for the purpose? Please illustrate your answer?

More than adequate,
Just adequate,
Inadequate.

Q.4 Who is responsible for collecting the data?

Q.5 What is the organisational structure (hierarchy) for collecting data? Give also the no. of people employed at each level of hierarchy?

Q.6 What is the regularity of collecting data?

Q.7 Comment on the quality of data thus collecting in your Block/District?

Q.8 Suggested improvements in the following:

(a) Process of collecting data?

(b) Type of data collected?

(c) Improvements in the quality of data?

(d) Improvements in the organisational structure in collecting data?

V : QUESTIONS REGARDING SUITABLE ORGANISATIONAL STRUCTURE

Q.1 What is the existing organisational set up for District/Block level planning? (give the number of people employed at each level of hierarchy?)

Q.2 What are the deficiencies in the existing organisational structure.

Q.3 How can these deficiencies be removed?

Q.4 Give the responsibilities assigned at various levels of hierarchy?

Q.5 How are the various schemes programmed for implementation?

Q.6 What is the suggested organisational strength for block/district if the quantum of work under IRDP & NREP is doubled?

Chapter 2

DISTRICT PROFILE: MEHSANA

1. General Introduction:

Mehsana district is situated in north Gujarat and lies roughly between 22 and 24 North latitudes and 70 and 72 East longitudes. On its North and North-West, lies the Banaskantha district, to its western and south west lies Ran of Kutch, to its south is situated Ahmedabad and Surendranagar Districts. In the east, Sabarmati river demarcates its natural boundary.

The district has mostly a plain sloping are from north-east to south-west except the hilly region in the eastern part comprising Kheralu Taluka. The district has 11 talukas, 1984 inhabited villages and 13 towns. It covers an area of 9027 sq.km. which is 4.6 per cent of the total area of Gujarat. The principal rivers of the district are Sabarmati, Saraswati, Rupen and Banas. These rivers are shallow and do not have permanent flow.

2. Population:

As per the 1981 census, the total population of the district is 25,48,787 out of which rural population is 20,20,367 and urban population is 5,11,420. 79.93 per cent is rural population. The density of population comes to 282 per sq.km. as compared to 136 per sq.km. for the State. The population of the Scheduled Castes and the Scheduled Tribes is 2,23,044(8.75%) and 8,419(0.33%) respectively.

3. Climate:

The climate of the district is generally hot. The winter season is brisk and lasts from October to February. The temperature goes down considerably upto 5⁰ centigrade. In summer, there is aggressive heat and the mercury touches upto 46⁰ centigrades. Monsoon is irregular and the average rainfall of the district is 60 centimetres.

4. Economic Activities:

71.5 per cent of working force is engaged in agriculture. The next important means of livelihood is animal husbandry.

- (i) Agriculture: The soil of the district is sandy loam but differs in richness. In some parts, notably, of Kadi and Kalol Taluka, the soil is interspersed with medium black soil suitable for paddy and cotton. In some parts of Sami, Patan and Harij, the soil is poor and saline and sub-soil water is brakish.
- (ii) Irrigation: The main sources of irrigation in the district are wells and tubewells. Canal irrigation facility is extremely limited and is available only in two talukas, Patan and Kheralu. The talukas of Sami and Harij are worst in terms of irrigation.

(iii) Cropping Pattern: Jowar, bajra, cotton, cumin and wheat are the principal crops of the district, cover 67% of the cultivated area, Non-Food crops The food crops are groundnut, cotton castor, isabgol, cumin, raidas and fennal. Verginia tobacco is one of the main cash crops in Vijapur Taluka. The percentage of the area under different crops is as under:

Food Crop	-	67%
Cotton	-	13%
Oilseed	-	10%
Other non-food crop	-	10%

(iv) Livestock: As per the 1982 livestock census, the provisional figure of the livestock is 12,53,786 out of which there are 9,12,768 buffaloes and cows, inclusive of bullocks and He-buffaloes. There are only three sheep breeding farms in the district, 2 artificial semen centres, 20 semen sub-centres, 18 veterinary dispensaries and 34 stockman centres.

5. Infrastructure:

(i) Rails & Roads: Except Sami taluka, all the talukas headquarters are connected by metre guage railways. The length of railways is 437 km.

There are 72 railways stations. Saij - Sortha is the only place which is connected with broad guage line. This is useful to the 'IFFCO' Project. On 31st March 1979 the district had a road of 3,008 km. except municipal and Nagar Panchayat areas. There are pucca roads of 1,303 km. and kacha roads of 1,705 km. Moreover, during 1982-83, 400 Km. of kucha roads have been constructed under the NREP. There is no national highway in the district.

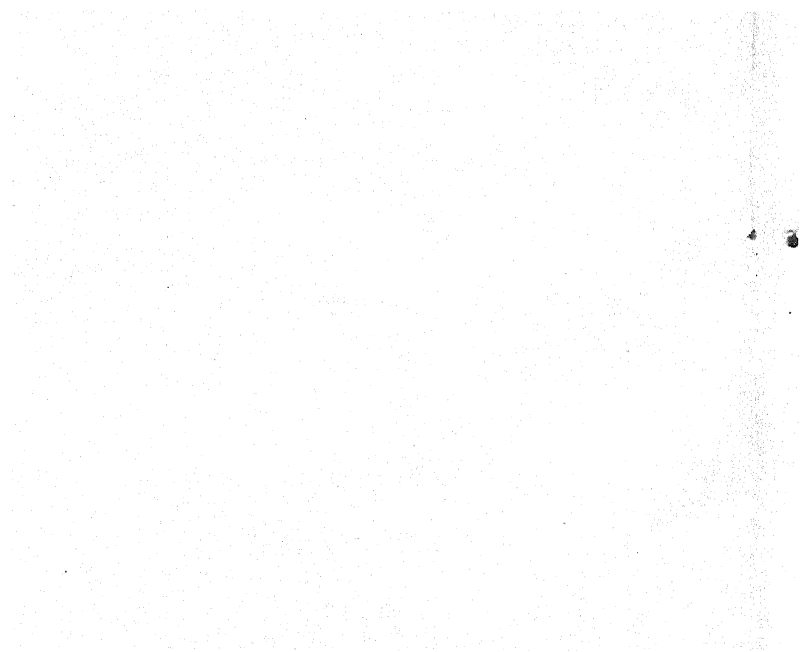
- (ii) Financial Institutions: The district has a good network of financial institutions. There are 244 bank branches in different parts of the district. This figure includes 73 branches of District Co-operative Bank, 11 branches of Land Development Bank, 17 branches of regional rural bank, 143 branches of nationalised banks including 45 branches of lead bank i.e. Dena Bank. Apart from the Dena bank, other important commercial banks are the Bank of Baroda with 29 branches and State Bank of India and 26 branches. The taluka-wise distribution is uneven. The details are given below:

Talukawise Number of Branches of Banks in
Mohsana District (Jan. 1985).

<u>Taluka</u>	<u>No. of Bank Branches</u>
Kadi	22
Kalol	25

<u>Taluka</u>	<u>No. of Bank Branches</u>
Kheralu	21
Chanasma	14
Patan	23
Mehsana	27
Vijapur	40
Visnagar	23
Sami	8
Sidhpur	34
Harij	7
<hr/> Total	<hr/> 244

(iii) Special Features: The district has a well organised cooperative union for milch cattle namely the Dudh Sagar Dairy which is playing an important role in animal husbandry sector and fodder farm. There are also 783 milk cooperative societies. The union organises cattle bajars which help farmers to purchase suitable cattle. The Dairy has a very well developed veterinary service.



GUJARAT

Chapter 3

Decentralisation of Planning in Gujarat

Gujarat has been one of the leading States in the country in initiating measures for decentralising planning at district and block levels. Its history can be traced to 1963 when Panchayati Raj was introduced. At that time, certain powers, district level schemes, requisite funds and personnel were transferred to Panchayats. Attempts were made to involve the District Panchayats in the formulation of proposals for the State's Fourth and Fifth Five Year Plans specially those related to district level schemes. It was expected that while formulating their proposals the State level Working Groups would take into account the proposals received from the District Panchayats. Similar attempts were made while formulating the Draft Five Year Plan (1978-83). However, there was not much success. The proposals received from the districts could not be integrated fully into the State plans. Local participation was at low key.

It was against this background that the Government of Gujarat thought of a new and bold step towards decentralisation. It was put into actual operation from 14th November 1980. Since then, a district planning board has been set up and funds placed at its disposal for taking up schemes of local importance. Powers to sanction these

schemes have been delegated to the district collector who occupies a key position in the organisational set-up of the district planning board. The district planning boards have prepared annual plans at district and taluka levels. They have not prepared any five year plan so far. Some efforts are, however, currently being made to prepare five year district plans for the seventh plan.

In order to strengthen decentralised planning, the Government of India, Planning Commission, gives central assistance on the pattern of sharing expenditure between the Centre and the States on 50:50 basis for strengthening of planning machinery at the district level. This scheme has come into operation from the year 1982-83 and will remain in force till 1984-85 and is likely to be continued during the Seventh Plan.

Division of State Plan:

There is a division of department's development plans into State plan schemes and district plan schemes. The State of Gujarat has adopted three principles for identifying district level schemes. The principles are; (i) 50% or more of the expenditure on a scheme should be spread over the district (ii) the scheme should be implemented by the district development officers/Panchayat Samities; and (iii) the scheme should be identified as such by the concerned Head of the Department of the State Government.

The district plan outlay has three parts viz.

(1) outlay for normal district level schemes proposed in the light of priorities and guidelines given by the State, (2) discretionary outlay which can be used by the District Planning Boards at their discretion and (3) incentive outlay to be allocated against the funds raised by the district. 15 per cent of the district plan outlay is earmarked as discretionary outlay at 5 per cent as incentive outlay. The remaining 80 per cent is provided for normal district level schemes.

Almost the entire State outlay on special programmes of rural development like the IRDP, the NREP, the DPAP, the Antodaya, etc. are treated as outlays for normal district level schemes and are taken into account within the 80% of the district schemes. (only the State Government's contribution to the IRDP, NREP, etc. is taken into account in 80% amount, and not the matching contribution from the central government). The percentage during 1980-81 to 1982-83 was 98.3 for minor irrigation, 53 for animal husbandry, 55 for dairy development, 44 for crop husbandry, 85.5 for fisheries, 86.3 for forests, 100 for development of backward areas and 59.7 for village and small scale industries. Thus, bulk of the outlay under rural development is under district plan. Annexure 3.1 gives the details.

An analysis of the share of different sectors within the outlay for normal district level schemes for the period 1980-83 shows that the major contribution to such outlay comes from medium and minor irrigation, road development, forests, power development, water supply and sewerage and welfare of backward classes.

The outlay on district level schemes has been around 40 per cent of the state plan outlay as the following table shows.

Year	Total State Annual Plan outlay	(Rs. in crores)	
		Outlay of district level scheme (inclusive of Discretionary and Incentive outlay)	Percentage
1980-81	537.50	221.52	41.2
1981-82	633.09	244.95	38.7
1982-83	760.58	305.52	40.2
1983-84	900.00	366.71	39.6

Discretionary & Incentive Outlay:

As already mentioned, 20% of the District Plan outlay consists of discretionary and incentive outlay. These are placed at the discretion of D.P.B. to take up schemes of local importance. "The DPB can finance projects on 100% basis from the discretionary component of the District Plan outlay. While the incentive outlay requires a matching contribution of

50% or 25% depending upon the pattern prescribed for the district (Now Taluka)". The 25 per cent contribution from the local level and 75 per cent from the State was applicable to more backward districts. Now this is applicable at Taluka level. It is applicable to talukas which are covered under (1) Drought Prone Area Programme (2) Desert Development Programme (3) Tribal Area Sub-Plan and (4) 25 backward talukas based on the Hathi Samiti Report. The remaining talukas are entitled for 50 per cent matching contribution for incentive outlay from the State. Taking the State as a whole, the ratio between the amount sanctioned by the Government for incentive outlay and the amount mobilised by people has been 3:2. The respective amounts were 19 crores and 13 crores for the period 1980-83 for the State as a whole.

Basis of Distribution of outlay:

The district plan funds are allotted among districts on the basis of the following formula which takes into account various criteria to which weightage would be given as below:

S.No.	Item	Percentage
1.	Population (Excluding Towns having population of 50,000 and above).	40
2.	Population of Scheduled Castes and Scheduled tribes and small and marginal farmers and population of agricultural labourers other than scheduled castes and scheduled tribes.	15
3.	Agricultural backwardness	10
4.	Irrigational Backwardness	10

Contd..

S.No.	Item	Percentage
5.	Industrial Backwardness	5
6.	Backwardness in respect of Roads and Drinking Water	10
7.	Backwardness in respect of the targets of other selected minimum needs	5
8.	Incentive provision	5
		<hr/> 100

In computing the population for the purpose of this formula, only rural population and population of towns with less than 50,000 people are taken into account. This is because the focus of decentralised planning is mainly on the rural areas and the small towns, although allocations to cities and larger towns are not ruled out.

Procedure adopted in specifying the Plan outlay to D.P.B.

A financial ceiling for normal district level schemes (NDLS) is indicated to District Planning Boards which have to formulate their proposals within such ceilings, keeping in view the priorities and guidelines provided by State government. These proposals are then forwarded to the respective Heads of Departments for incorporation in their plan and budget proposals. An attempt has been made to ensure that due weightage is given to these proposals in the plans of the departments. If Heads of department find it

difficult to incorporate such proposals or they would like to modify them substantially, then they are required to communicate reasons thereof to the D.P.S. However, departments are empowered to reject these proposals on technical grounds.

It was also observed during the previous experience in district planning that proposals received from the districts generally far exceeded the available resources. To meet this problem, a pragmatic approach is adopted in the allocation of resources. The ceiling for normal district level schemes communicated to the D.P.B. are normally kept at a level lower than the likely size of outlay for normal district level schemes to be provided by the concerned Head of the Department in the State annual plan a view to providing necessary latitude to the Heads of Departments for adjustment while formulating their proposals. The following table gives the ceilings given by the planning department to the different D.P.B. towards N.D.L.S. and those actually provided by the concerned Heads of Departments in the respective Annual Plan.

Year	Ceiling for N.D.L.S. indicated by the S.G.A.D. in respective Annual Plan (Planning)	Provision made for NDLS
1980-81	112.00	193.52
1981-82	168.00	214.55
1982-83	100.00	270.52
1983-84	240.00	315.76(Tentative)

In an ideal situation, the D.P.B. should know the exact amount of available resources. In the absence of which they may not include all the important schemes. Even for deciding priority, the D.P.B. should know the figure of available resources. But on practical side, such compromises are inevitable in view of certain pressures.

Taluka-wise Distribution of Discretionary Outlay:

With effect from the 1982-83 the District Planning Boards have started allocating at least 66% to 75% of their discretionary outlay among the different talukas in the proportion as determined by the below mentioned criteria. . The remaining 25 to 33 per cent of the discretionary outlay is retained at the District level for schemes benefiting more than one talukas.

1. Population of Taluka excluding the population of town having population of 50,000 or more.
2. Population of SC/ST and agricultural labourers excluding those belonging to SC/ST.
3. Backwardness in agriculture with reference to the following parameters.

- (a) Proportion of cultivable area to the total geographical area;
 - (b) Proportion of cultivated area to the cultivable area;
 - (c) proportion of area under irrigation to total cropped area;
 - (d) proportion of area sown more than once to the total cropped area;
 - (e) Proportion of area under major cash crops to the total cropped area;
 - (f) proportion of cropped area per agricultural workers.
 - (g) proportion of cultivable area per agricultural workers.
4. Irrigational backwardness as measured with reference to the proportion of the area which does not receive the benefit of irrigation from out of total cropped area of the taluka.
5. Industrial backwardness as measured with reference to the percentage of average numbers of workers daily employed by the industrial units to the total number of workers in the taluka.

6. Backwardness in road, as measured with reference to the number of villages which are not connected by Pucca roads as also the population of such villages.
7. Backwardness in the field of drinking water supply as measured with reference to the number of villages without having any facilities for drinking water supply.
8. Backwardness in the field of education as measured with reference to the following parameters.
 - (a) number of villages having no Primary Schools,
 - (b) Population of such villages, and
 - (c) number of additional school rooms required with reference to the existing criteria of the education department.
9. Backwardness in the field of rural public health as measured with regard to
 - (a) the number of primary health centre and sub-centres to be opened according to the norms envisaged for the MP in the Sixth Plan document;
 - (b) population of such villages; and
 - (c) the number of villages electrified for agricultural purpose only.

A taluka Level Committee has been set-up to formulate proposals against the outlay allocable among them.

District Plan Priorities:

The pattern of allocation of resources by D.P.B. reveals that the scale of priorities differs from district to district and also differs from that in the outlay for NDLS which are provided for by respective Heads of department. The following table gives information regarding allocation of funds by the State authorities and district planning boards. The difference in their respective priorities is obvious.

Statement showing average sectoral distribution of the outlay for the normal district level schemes, during first two years 1980-81 and 1981-82 and percentage distribution of allocation made by 18 District Planning Boards out of Decentralised District Planning funds given to them during first two years 1980-81 and 1981-82.

Sr. sector/Sub-sector of No. of Development.	Average percentage distribution of outlay for normal district level schemes during 1980-82	Percentage distribution of allocation made by 18 districts during first two years from discretionary and incentive outlay.
I. Agriculture & Allied Services of which	34.5	20.3
1. Crop Husbandry	4.0	2.2
2. Minor Irrigation	7.4	9.2
3. Animal Husbandry	0.7	2.4
4. Forests	6.5	0.2
5. Community Development & Panchayats	0.7	4.7

Contd....

Sr. Sector/Sub-sector of No. of Development	Average percentage distribution of outlay for normal district level schemes during 1980-82	Percentage distribution of allocation made by 18 districts during first two years from discre- tionary and incentive outlay.
II. Cooperation	1.5	0.6
III. Water Development (irrigation)	22.8	-
IV. Power Development	5.2	7.7
V. Industries & Minerals of which	5.2	1.0
1. Village & Small Scale Industries	0.1	1.0
VI. Roads and Bridges	13.7	30.1
VII. Social and Community Services	17.2	37.6
of which		
1. General Education	2.3	14.4
2. Medical, Public Health and Sanitation	1.3	7.2
3. Sewerage and Water Supply	3.5	10.7
VIII. Economic Services	0.1	2.7
Total	100.00	100.00

This indicates that D.P.Bs have exercised their discretion to suggest schemes of local importance taking local factors into account.

The analysis of funds utilised during the three year period shows that as much as 69.2 per cent is allocated by D.P.B.s towards schemes covered under the Minimum Needs Programme (MNP). The percentage break up of this amongst different programmes under MNP is given below:

Programme	Percentage break up of allocation during three years 1980-81 to 1982-83 in respect of		
	Discretionary outlay	Incentive outlay	Total
Rural Electrification	6.3	4.8	6.0
Rural Roads	34.2	10.6	29.0
Elementary Education	11.1	26.1	14.4
Adult Education			
Rural Health	4.9	5.9	5.2
Rural Water Supply	11.2	16.5	12.3
Rural Housing	1.3	0.2	1.0
Environmental Improvement of slums	1.0	1.1	1.0
Nutrition	0.3	0.1	0.3
Total	70.3	65.3	69.3

From the above data it can be noticed that the top priority is given to the rural roads. As much as 29.0% is allocated towards this programme. Next, in the order of priority comes primary education with allocation of 14.4 per cent followed by rural water supply with 12.3 per cent, minor irrigation with 8.4 per cent and rural electrification with 6.0 per cent. The table below gives the details of the sub-sector getting more than 5.0 per cent and percentages of allocation to each during three years (1980-81 to 1982-83).

Sector/Sub-Sector of Development	Percentage allocation during 1980-81 to 1982-83 from out of		
	Discretionary outlay	Incentive Outlay	Total
1. Rural Roads	34.2	10.6	29.0
2. Primary education	11.1	26.1	14.4
3. Rural Water Supply	11.2	16.5	12.3
4. Minor Irrigation	10.7	0.2	8.4
5. Rural Electrification	6.3	4.8	6.0
6. Rural Health	4.9	5.9	5.2
7. Other sub-sectors such as Rural Housing, Environmental improvement of slums crop-husbandry, CD & Panchayat, Small and village Industries, Road Development (other than MNP) Education Medical & Public Health (other than MNP (Social Welfare etc.			
Total	21.6	35.9	24.7
	100.0	100.0	100.0

The order of priorities in different districts is an indicator of the level of development to which these districts have reached, it also reflects the availability or otherwise of funds and perception of needs by the local people.

Annexure 3.1

Statement showing average percentage share of outlays for district level scheme from out of total outlay provided in State Annual Plan for different sectors during 1980-81 to 1982-83.

Sr. No.	Sector/Sub-Sector of development	Average percentage of outlay for district level scheme to total outlay for sector/ sub-sector
1.	2	3
1.	<u>Agriculture and Allied Services</u>	
1.	Agricultural Research and Education	-
2.	Crop Husbandry	44.4
3.	Land Reforms	97.2
4.	Minor Irrigation	98.3
5.	Soil & Water Conservation	76.9
6.	Command Area Development	67.1
7.	Animal Husbandry	53.1
8.	Dairy Development	55.7
9.	Fisheries	35.5
10.	Forests	86.3
11.	Investment in Agricultural Financial Institutions	-
12.	Marketing, Storage and Warehousing	63.9
13.	Community Development and Panchayats	38.5
14.	Development of Backward Area	100.0
15.	Special Programme for Rural Development:	
	(1) National Rural Employment Programme	99.0
	(2) Integrated Rural Development Programme	97.6
	(3) Drought Prone Area Programme (with DDP)	102.7
	(4) Antyodaya	100.0
	(5) Strengthening and Supporting Special Programme Organisation	100.0
	(6) Local Development Works Programme	100.0
	(7) Abhinav Gram Nirman Karyakram	100.0
	(8) Off-Season Unemployment relief works	100.0
	(9) Block Level Planning	92.0
Total - 1		80.1

1.	2	3
II. Cooperation		47.7
III. Water Development (Irrigation)		35.7
IV. Power Development		7.3
V. Industries and Minerals		7.3
1. Village and Small Scale Industries		59.7
2. Large and Medium Industries		1.8
3. Mining		-
Total - V.		37.4
VI. Transport and Communication:		
1. Ports, lighthouses and Shipping		75.5
2. Roads and Bridges		-
3. Road Transport		-
Total - VI.		55.0
VII. Social and Community Services:		
1. General Education		53.4
2. Technical Education		-
3. Science and Technology		-
4. Medical, Public health and Sanitation		23.2
5. Social Inputs		100.0
6. Sewage and Water Supply		37.4
7. Housing		30.8
8. Urban Development		9.4
9. Capital Project		-
10. Information and Publicity		95.1
11. Labour and Labour Welfare		90.0
12. Welfare and Backward Classes		54.1
13. Social Welfare		1.4
14. Nutrition		104.7
Total - VII.		40.2

1.	2.	3
VIII. Economic Services:		
1. Secretariat Economic Services (Planning Machinery)		-
2. Economic Advice and Statistics		20.0
3. Training of Development personnel		-
4. Administrative Machinery for IAS		104.8
5. Civil Supplies Corporation and Consumer Movement		-
	Total - VIII.	<u>32.2</u>
	Total I to VIII	<u>37.0</u>
		<u>98.3</u>
IX. Decentralised District Planning		
	Grand Total:	<u>40.00</u>

Chapter 4

PLANNING PROCESS FOR THE IRDP

With reference to the planning of the IRDP, the Government of Gujarat broadly follows the steps contained in the 'operational guidelines', for preparation of the annual action plan e.g. delineation of clusters, identification of beneficiaries, formulation of credit plan etc. It has worked out details which explain how the steps contained in the operational guidelines could be implemented keeping their objective in the forefront. In its annual meetings, the State Level Coordinating Committee takes stock of the previous years programme and on the basis of experience thus gained issues the necessary instructions. For example, according to one instruction, it has been desired that "poor families should be organised into groups and progressive among them were given the responsibility for assisting other families of the area". And, according to another instruction, "for checking on the implementation of the IRDP preference for the poorer sections of the village community it was considered desirable that the supervisory officers visit the Harijan Vas and inhabitants of poorer community". Another innovative measure considered is that "some IRDP families would be adopted by officers and by frequent visit they would ensure that families adopted by them were able to get best results out of assets they acquired under IRDP".

However, there has been no experience with regard to the preparation of a perspective of five year plan for the IRDP. It was not attempted during the Sixth Plan period presumably because the IRDP was extended to most of the talukas in October 1980, i.e. after the Sixth Plan had already commenced. However, there is little of any step to prepare a five year plan for the Seventh Plan period even though this plan is supposed to start from April 1985. No instructions have been issued. In order to improve the planning capability and the quality of plans at the local levels, it is considered desirable that the DRDAs may be asked to undertake a exercise for preparing five year plan and that arrangements for necessary training may be made by the State government.

The annual action plan at the district level is essentially a compilation of such plans at the taluka levels. And the taluka level plan is a list of the schemes approved for the selected beneficiaries in a taluka. There is not much evidence to work out an integrated plan either at the taluka or at the district level. This is obviously a difficult exercise. But a start may be made first in a few selected talukas and districts in order to gain the relevant experience. Later on this may be extended to all the talukas and districts and a set of guidelines prescribed.

The banks also prepare their annual credit plan. This is based on the information obtained from the DRDA and taluka offices and other sources, and as per prescribed guidelines. Some details of this exercise are given in a subsequent chapter dealing with role of banks and other non-government agencies.

Re-organisation of Blocks:

I.R.D.P. Planning is envisaged to be initiated at the block level. These blocks, however, are not constituted on the basis of rural population which resulted into the mis-allocation of funds i.e. "talukas having larger rural population getting lesser allotment of IRDP funds". Hence it was found necessary to redistribute the blocks on population basis. Consequently, blocks were readjusted on the C.P.A. (Community Project Administration) pattern, linked to the size of rural population in the Taluka. (G.R.No.IDB/5232/4967/KH-dated 24th March 1983). The district of Mehsana has eleven taluks. Following the above guideline, the number of blocks in the district was raised to 20 during 1983-84. The Mehsana taluka was equated to 2.5 block and Chanasma taluka to 1.5 blocks. And the State as a whole came to have 213 blocks.

Clusters Approach:

In accordance with the IRDP guidelines, a cluster approach has been adopted for efficient implementation of

the IRD Programme. Sometimes, beneficiaries are selected outside the cluster also, but their proportion is not significant. According to instructions issued by the State Government on 20th December, 1982 vide letter No. GVK/SGV/SLCC/1082, DRDAs were asked to select beneficiaries out of clusters in special component plan villages, so as to cover adequate number of S.C. families. Of the 112 villages in the Chanasma block, 60 villages have been included in clusters. In another block also it was found that 30 per cent of villages have already been covered under clusters. Each selected village is assigned to a particular bank for IRDP financing so as to avoid overlapping. The decision is made in consultation with banks. Clusters are decided in the meetings of the Taluka level Coordination Committee (TLCC) and sent to Director, DRDA for his confirmation.

These clusters have been selected with following considerations in view:

- (i) Presence of such infrastructural facilities as road, marketing, banks, cooperative society etc.
- (ii) Preference is given to villages with better production potential, better ability to repay the loan and to poorer villages and specially to those with concentration of the Scheduled Castes and the Scheduled Tribes.

The number of clusters to be selected in each block has been determined by the principle that each cluster should be under one VLW. For example earlier, there were five VLW in Chanasma block. Hence in 1981 five clusters were formed. Later on the number of VLW per block was increased to 10. Consequently, the number of clusters was increased to ten. In the Mehsana district as a whole there are now 200 clusters of villages, in its 20 blocks. Thus the number of clusters in each block comes to 10, conforming to the number of V.L.W.s in each block. The adoption of 10 clusters in a block each under a VLW confirms to the guideline issued by the State Government.

With regard to the eligibility of a village for IRDP financing, an important decision was taken in 1982-83. It was decided that if a particular village had comparatively high proportion of overdues, then the entire village should not be condemned for ever for sanctioning further loans but efforts should be made jointly by bankers and DRDA functionaries to effect recovery and provide fresh credit.

Identification and Selection of Beneficiaries:

The process of formulation of annual action plan starts with the household survey work. The purpose of household survey is to identify eligible IRD beneficiaries and get their preferences for the economic activity/schemes, through which they would cross the poverty line. A prescribed

schedule is used for the survey. The schedule is supplied by the State Government. The 1931 survey in the Chanasma taluka had been conducted by primary teachers under the supervision of Taluka Panchayat. Subsequent surveys were conducted by the V.L.W.S. For conducting the survey, the VLW in consultation with knowledgeable people in the village including members of the Panchayat draws a list of poor people and then obtains information as per prescribed schedule. The E.O. and the T.D.O. are supposed to verify the surveys.

During 1931-32, 3,77,119 families were surveyed in 413 clusters in the State. Against a target of 1,30,800 the number of families assisted was only 1,16,115. Therefore, it was decided that the families identified and eligible for assistance should be considered first in 1932-33 and if sufficient no. of identified families were not available in a block, only to that extent survey of additional families should be undertaken in 1932-33. District Mansana, along with eight other districts had sufficient number of families from the previous survey. Therefore, no new survey was undertaken during 1932-33.

This approach has been followed in subsequent years also. For example, during 1933-34 the D.R.D.s had survey data of 2,04,430 families not covered under IRDP in the previous years. During 1933-34, 1,02,623 beneficiaries

were identified in addition to the number available from previous surveys. Thus the total number of identified beneficiaries was 3,07,053 from which the target of assisting 1,30,800 families (600 per block for 218 blocks in the State) could be attained. The number of identified families per block came to 1408 against the target of assisting 600 families per block in 1983-84. Several Talukas contain more than one block, and hence they set a target of assisting more than 600 beneficiaries. The number of families surveyed has been more than the number of families assisted, i.e. 600 per block per year. The practice is to identify sufficiently large number of beneficiaries so that in case of beneficiary being found a defaulter, the number of beneficiaries eventually assisted does not fall below the stipulated number i.e. 600 per block. For example in 1930-31 the survey of 2,000 beneficiaries was taken up per block and 22,000 families were surveyed in the Mehsana district, most of the surveyed families were ~~were covered~~ during 1931-32 to 1932-33. Number of families identified for assistance during 1933-34 was 34,070 for whole of the Mehsana District. This figure included number of families identified but not assisted during the survey work of 1932-33 and is placed at 17,277. The corresponding figures for Chanasma

Taluka is 4,502 (including 3,002 from previous survey) and for Mehsana Taluks 3,000 (including 1,200 from previous survey.)

The survey provides the needed information for selecting the beneficiaries. It is clearly stated in the "operational guide lines" and further clarified in the "Important Circulars on IRDP" (D.O. No. 2-1104/26/82-IRD-I dated 2-3-1982). that the final selection of the beneficiary should be made in the General Body Meeting of the village Council (Gram Sabha). "Circulars" further state that "the involvement of the village assembly as a whole in the task of identification of beneficiary is the best method for ensuring that the most deserving are selected for assistance under IRDP".

However, quite often, this not feasible because it is not expedient to call a village assembly for this purpose alone. Notification for such a meeting is issued by the TDO once in a year in accordance with the Panchayat Act. But the fulfilment of the IRDP targets require continuous work. Hence the practice that is adopted is selection of beneficiaries by the VLW under the supervision of E.O. (IRDP) and TDO. The VLW consults informally the head and members of the village Panchayat and sometimes groups of villagers and draws a list of beneficiaries. This list may be approved in due course by the village assembly

at its next meeting to be held in due course. The taluka authorities claimed that the list is displayed on the notice board of the Panchayat. However, field inspections to Panchayat offices in randomly selected villages did not find any such list on the notice board. Bankers are not involved in the selection process except in the case of TRYSEM trainees.

Detailed enquiries were made at the block and village levels to ascertain whether there was any mechanism to ensure that the beneficiaries selected for assistance were poorest of the poor. There was no institutional mechanism to ensure this in one block. In one village of this block, beneficiaries had been selected every year, i.e. 10 in 1980-81, 23 in 1981-82, 3 in 1982-83 and 7 in 1983-84. However, in another village of the same cluster, 14 beneficiaries had been selected in 1982-83. No selections were made subsequently. The VLW explained that this was due to reluctance of bank to finance the village because of defaults by the earlier beneficiaries. But a scrutiny of bank records showed that several of the beneficiaries had been repaying their loans and that the performance of the village was not below average. In both the villages, beneficiaries selected were not the poorest of the poor but a mix from all income levels below the poverty line. The same practice was followed in all the

four years in the first village mentioned above. There was no register giving tabulation of income of the eligible beneficiaries in an ascending order.

The position was better in another block. The E.O. was following a procedure which resulted in preferential selection of the poorest of the poor. But even here the income column was missing from the proforma and the list of eligible beneficiaries in ascending or descending order of their income was not available. It is suggested that such a list be prepared before selecting beneficiaries so as to reduce the chances of arbitrary decision on the part of the V.L.W., E.O., etc.

It may be said that care is taken to identify and select more than the required proportion of SC/ST beneficiaries.

That there is no satisfactory mechanism for ensuring the prior selection of the poorest of the poor is brought out by an analysis of the data supplied by the State Government and the DRDA Mahisana and presented below. It can be seen that beneficiaries belong to all strata of income below the poverty line and that the proportions among the three strata have remained more or less the same during the past few years. The less poor beneficiaries are selected while more poor ones are available. The findings of evaluation studies further corroborate this. The study made by the Directorate of Evaluation, Government of Gujarat

Percentage Distribution of Families Assisted
According to their Income at the Time of Assistance.

Table A - Gujarat State

Year	Annual income of families at the time of assistance			Total
	Up to	Rs. 1500	Rs. 2500	
	Rs. 1500	to 2500	to 3500	
1980-81	33.2	40.1	26.7	100
1981-82	30.7	40.9	28.4	100
1982-83	34.7	37.6	27.7	100
1983-84	32.9	39.4	27.7	100
1980-84	33.1	39.2	27.7	100

Table B

District Mehsana

I.R.D. Programme

Number and Percentage of Families

Year	Annual income of families at the time of assistance			Total
	Up to	Rs. 1500	Rs. 2500	
	Rs. 1500	to 2500	to 3500	
1980-81	22.64	43.22	34.14	100.00
1981-82	22.17	43.17	29.66	100.00
1982-83	24.77	39.25	35.98	100.00
1983-84	29.12	47.07	23.81	100.00
Total	25.26	44.71	30.03	100.00

during January and February 1983 showed that about 10% of the IRDP beneficiaries were already above the poverty line. The proportion of such beneficiaries was found to be 9.8% in the evaluation studies made by Mahatma Gandhi. Department of Rural Studies, South Gujarat University, Surat in the Uchhal taluka of Surat district.

Monitoring:

Monitoring plays an important part in the implementation planning of the IRDP. A chart indicating progress under the IRDP was prominently displayed in the office of the DRDA at Mehsana. The DRDA has one APO (Monitoring). At the State level there is a Joint Director (Monitoring).

An identity-cum-monitoring card known as the Kutumb Pothi has been prescribed for the monitoring purpose. This family card "contains all relevant details about family, its assets, land holdings with copies of extracts of land record, indebtedness, educational and health status, assistance received by the family. In case of SC/ST families, it also contains a certificate from the competent authority that the family belongs to such castes." The Kutumb Pothi is filled in triplicate. One copy is for the beneficiary, another for the V.L.W. and a third for the E.O. The work of filling up such books is, however, in arrears, several such books were inspected. But none of them were up-to-date. They were completed upto 1982-83. No entry had been made

subsequent to those made at the first instance. However, the books were readily available with all the three set of people. The beneficiaries were aware that it is an important document. It is suggested that such books should be kept upto-date failing which they may be discontinued. Regarding TRYSEM which is part of I.R.D.P. a system of reply postcard had been introduced for 1980-81 and 1981-82 TRYSEM trainees. who indicate that he/she is doing at present after taking training and what is his income status.

At the State level, progress of the IRDP is reviewed at monthly meetings attended by Director or APO (Monitoring) DRDAs. Progress of the IRDP is also monitored in detail at the annual meeting of the State Level Coordination Committee where districts with unsatisfactory performance are asked to indicate measures that they would take for improved performance. The credit mobilisation aspects are regularly reviewed and monitored at the State level by the Secretary and Commissioner of Rural Development in the quarterly meetings of Regional Managers of banks and Chairman/Directors of DRDAs. At the district level there is a monthly meeting of the standing Committee of the DLCC in which progress of the IRDP is reviewed in detail and an attempt is made to find solutions to problems of implementation. At the taluka level, the meeting of the TLCC provides a good forum for monitoring.

There is a regular flow of data and information from one agency to another so as to enable the relevant agencies to get correct and up-to-date information for corrective timely action. For example, the DRDA prepares a progress report of the IRDP on a monthly basis giving, taluka wise, bank wise and branchwise details on number of loan applications sponsored, rejected, returned and pending. The number of applications pending are further classified into four categories i.e. those pending for less than a month, for a month to two, for two to three months and for more than three months. This information is sent to bank managers. On the whole, the monitoring mechanism is working satisfactorily in Mehsana district which is also reflected in the satisfactory progress of the IRDP. The district has exceeded targets in all the years.

Loan Applications:

Monitoring with regard to the status of loan applications with the banks has necessitated certain follow up action resulting in streamlining of the planning procedure. The proportion of applications rejected to those processed in a year in the State as a whole was 23.6 per cent in 1981-82 and 23.4 per cent in 1982-83. In some districts, the proportion was even higher than 50 per cent. In Mehsana district, it was 21.1 per cent in 1981-82 and 31.8 per cent

in 1982-83. In order to reduce the high rate of rejection, the government in 1982-83 decided that not more than 15% of applications should be rejected in any district or block. It was also decided that the performance of the development staff in the district with regard to rejection of applications should be noted in their annual confidential report. If the entity of the family is separate, the applications for loan on account of the overdue in the name of other members of the family should not be rejected. Repayment schedule as fixed by the NABARD for different assets should be adopted by banks. It was further decided to strengthen the competence of the DRDAs and the State headquarter by taking bank officers on deputation to these bodies. Such measures had the desired effect. The proportion of applications rejected to those processed declined to 15 per cent in the State and to 9.7 per cent in Mehsana district in 1983-84.

Another innovative measure was adopted during 1984. The DRDAs were advised to collect all the applications that were pending with banks as on 31st March 1984 and to re-examine and resubmit the applications to banks as fresh applications. One purpose of this measure was to enable the DRDAs to withdraw applications for economically unviable or otherwise not eligible cases which might have been

sponsored earlier.

Physical Verification of Assets:-

Physical verification of assets given to rural poor under IRDP during 1930-31 and 1931-32 was taken up during 1932-33 for which detailed instructions were given to DRDAs vide Commissioner, Rural Development's letter No. CRD/ZRD/903 dated 1-5-82. Verification is undertaken by village Panchayat Secretaries (VPS) and VLWs and it is supervised by extension officers. Village-wise list is prepared by Taluka/Block office and two copies of the same are given to village Panchayat Secretaries and VLWs for verifying the possession of assets and collecting other information like change in income of the family etc. One copy of the list is kept in Taluka Block Office. After verification of the assets of the families in the lists one copy is to be sent to DRDA for further compilation.

Information available at the State headquarter from some of the districts shows that 95 $\frac{1}{2}$ % of the assets given were in possession of the beneficiary families. Reason for assets not being in possession in 5% cases were death of livestock, transfer or sale of the asset and closing down of the units. An evaluation study conducted by the Directorate of Evaluation Government of Gujarat in selected districts also found that 94.4 $\frac{1}{2}$ % of the assets verified were in possession of the beneficiaries.

It was decided in the SLCC meeting held in 1982 that Chairman, Director and other officers of DRDAs should also undertake verification of assets during their field visits. A target for physical verification was fixed for each of the officers viz., DDO, Director, APO, TDO/BD0, EO and VLWs. According to it, the Director DRDA Mehsana is to verify 196 beneficiaries, and each of the APOs about 150 beneficiaries each in several villages. During the year 1983-84, details of casual verification of assets by inspecting officers of DRDAs have been reported by the State as under. This shows that it was only in 1.3% of the cases that the assets were not found in the possession of the beneficiary concerned.

Sr.No.	Category of officers	No. of assets verified	No. of cases where assets not found	Remarks
1.	DDOs	361	-	-
2.	Directors	2170	-	-
3.	APOs	9583	143	
4.	TDOs	4617	605	
5.	EOs	52332	1415	
6.	VLWs	168173	2114	
	Total	237286	4277	(1.8% of Col. No.3)

Evaluation:

Integrated rural development programme aims at raising the levels of living of poor families in rural areas on a lasting basis by providing them income generating assets. The achievement of such an important programme should not be judged in terms of achievement of physical targets and expenditure alone. Evaluation of the impact of the programme on the economic condition of the beneficiaries is more important. Results of such an evaluation should provide feedback for planning in future.

Of late, the DRDA has started collecting information on impact of the programme on a regular basis. It has prepared proforma for this purpose which is used by VLW/EO at the time of physical verification of assets. This proforma gives information about beneficiaries in four categories i.e. (i) number of families whose annual income reached a level upto Rs.1000/- at the end of the year, (ii) those whose income reached a level between Rs.1000 to Rs. 2000, (iii) those between Rs.2000 to Rs.3500 and (iv) and those higher than Rs. 3500 i.e. those who crossed the poverty ^{line} line. This information is also supplied separately for the Scheduled Castes and Scheduled Tribes.

Moreover, evaluation studies are also conducted by independent agencies. The Gujarat Rural Development Corporation has completed evaluation of I.R.D.P. in 10 blocks

in Surat, Bharuch and Junagadh districts. Mahatma Gandhi Department of Rural Studies, South Gujarat University Surat, has made an evaluation of IRDP in two blocks in Surat district. Bank of Baroda has completed an impact study of the scheme for financing for milch cattle in Mehsana District. Directorate of Evaluation Gujarat State also evaluated the programme in six blocks in Bhavnagar, Sabarkantha and Surat Districts. Further, the programme Evaluation organisation (Planning Commission, Government of India) has also selected Gujarat in their evaluation study of I.R.D.P. at the national level. Findings of these studies should be utilised for improving the planning of the programme in future.

Training:

The IRDP guidelines have laid stress on training of field level staff for better planning of activities. For this purpose, there is a suggestion for a two-day orientation seminars on I.R.D.P. to be convened by D.R.D.A. No such seminars were conducted at the beginning of planning period i.e. during 1980-81. Such seminars started taking place from the third year namely 1982-83. Six peripetative seminars each of three days duration organised in 1982-83 by the Gram Vikas and Panchayat Raj Institute, Junagadh, in which over 300 participants consisting of F.D.O.S., Lead Bank Officers, APOs, EO's and VLWs took part.

At Taluka level 43 seminars, each of two days duration, were organised to involve 3,160 field staff in the training programme. Participants in such seminar were as under:

(1)	TDOs	95
(2)	APOs	26
(3)	Branch Manager	75
(4)	Taluka Panchayat Presidents	146
(5)	Officers of SW, Dept.	30
(6)	Field Officers of Banks	230
(7)	Rep. of V.A.	24
(8)	E.O.	166
(9)	Antyodaya Nirikshak	130
(10)	Secretaries of Corp.	244
(11)	Gram Sevaks	688
(12)	Talaties	1079
(13)	Officers	227
Total		3160

In a circular issued on 1st April, 1983, the DRDAs were asked to organise two days seminars at block level. Accordingly a number of such seminars were organised during the 1st and 2nd quarter of 1983-84. These were attended by VLWs,

EOs, TDOs and bankers. During 1983-84, Directors and APOs of DRDA numbering 67 were sent for training to NIRD Hyderabad and to the Panchayat Raj Training Centre Junagadh. Further, it was also suggested in the Annual Conference held in July 1983 that intensive training of Taluk Development Officers and EOs for 10 days should be given during 1983-84 at Gram Vikas and Panchayat Raj Institute Junagadh. Six such courses were designed in which all TDOs/EOs (IRD) would be covered. During the Seventh Plan, it is proposed to lay greater emphasis on training, increase the number of officers trained and strengthen the training infrastructure.

Role of Milk Cooperatives:

Under I.R.D. Programme in Mehsana, a major portion of the I.R.D. funds are utilised in animal husbandry sector. During 1981-82, expenditure incurred in animal husbandry sector was Rs.49.47 lakhs out of total outlay of Rs.76.35 lakhs spent, which makes out at 64.4 percentage. The total expenditure on animal husbandry increased in subsequent years though the percentage declined to 46.5 in 1982-83 and 50.3 in 1983-84. The figure was high in the two talukas under study namely Mehsana and Chanasma. Why this much of outlay has gone in a particular sector needs some explanation. The district has a well known milk cooperative society known as the Dudh Sagar Dairy which has played an important part in the success of the

IRD Programme. It provides several complementary services and thereby help in making milk production a profitable business for the poor. It also facilitates in recovery of loan. The DRDA also helps in ~~these~~ by giving subsidy for construction of milk society building out of infrastructural fund of the IRDP.

In Gujarat State there is a three tier structure of co-operative of milk societies namely (1) The Gujarat State Milk Marketing Federation as the apex body (2) District Milk Producers Unions at the district level and (3) Primary Milk Producers Societies at village levels. In Mehsana District there are 783 primary Milk Producers' Societies at village level. Mehsana has its own dairy plant.

At village level the members of primary Milk Producers' Societies bring their milk produce at the P.M.S. Centre. They are paid every tenth day. Their payment is determined by the quantity and fat contents of their milk. This system of payment has raised their credit at village level. Besides, they have been freed from the clutches of money lenders. Apart from collecting milk from its members the P.M.S. provides following services as well.

- (1) Fodder,
- (2) Artificial insemination,
- (3) Veterinary Services,

- (4) Chilling Centre,
- (5) Credit,
- (6) Marketing.

These village level Primary Milk Societies are in their turn members of district level milk producers union where the milk from all the villages is collected, and marketed through a dairy plant.

At every P.M.S. there is a chairman and an executive body, which are elected by the members of P.M.S. This set up looks after the managerial aspects of the society. These societies are run on a no-profit and no-loss basis. There is a difference of 40 N.P. between purchase and sale price at an average. The surplus of the society is utilized in following manner after all the payments are made to its members: (A) a portion is set apart as reserve fund, (b) one part is distributed as bonus, (c) one portion is used for payments to staff and up-keep of buildings and further expansion of societies in other areas.

Another significant aspects of this programme is that above fifty per cent of the members of a P.M.S. are small and marginal farmers, landless labourer and agriculture labourers.

Another important role played by Dudhsagar Dairy in the success of IRDP is that it has facilitated the recovery of loan given under animal husbandry sector. Many societies

deduct the interest and loan repayment amount before making payment to milk producers and thereafter they sent the amount thus realised to banks. Consequently, it has become easier for banks to receive the payment of interest and repayment of loans. While most societies undertake this service, there are some which do not do so.

Selection of Schemes:

The schemes are proposed by the beneficiaries themselves when village level workers contact them during survey. A scrutiny of records at taluka level in Mehsana district showed that the beneficiaries give only one preference and these are mostly recommended by the VLW. The schemes are usually standard ones requiring traditional family skills like animal husbandry or traditional craft. In cases where additional training is needed, the beneficiaries are sponsored for TRYSEM. The V.L.W. working under the guidance of the E.O. and TDO also looks into such aspects. as the availability of infrastructural facilities like, raw-materials, marketing facilities, technical inputs, credit facilities, insurance cover etc. Considerations related to economic viability and practical feasibility are taken into account but it has not been possible to adhere to them in all cases. For example, it was pointed out that loans given for goat, sheep or poultry or for tanning of leather were not viable in Mehsana district:

The schemes are approved by State Level Co-ordinating Committee in its annual meeting. While formulating the schemes, only the prescribed unit costs are taken into consideration. However, every sixth month, a meeting is convened at NABARD to review and if necessary to revise the unit cost of asset/activity. It was decided in 1982-83 that the unit cost fixed by the NABARD from time to time is an average cost. The actual cost of the asset can, therefore, be 10% more or less than the cost fixed by the NABARD. The unit cost fixed by NABARD are the same for the State as a whole.

One Asset to Each Family:

According to the "Operational Guidelines" of the IRDP a package of activities of different kind involving all working members and including assistance for upgradation of skills for the younger member and women under TRYSEM is to be devised. It should be ensured that the schemes prepared would provide full employment to all the members of the family and also generate adequate additional income. It has not been possible to adhere to this guideline. The schemes are mostly sanctioned for only one member of the family who generally happens to be the head of the family. This happens because bankers feel it appropriate to give advances to the head of the family who owns the assets in order to avoid any legal complications. In some cases,

however, the scheme is sanctioned to a widow or divorced women in the families. And the younger members (including women) of the families are selected under TRYSEM.

Multiple Assets Scheme:

However, a multiple asset scheme is being adopted under which a beneficiary is provided more than one asset in the same sector or one asset each for more than one sector. For instance, two buffaloes are provided to ensure that when the milching period of one buffalo stops, the beneficiary can still earn from the second one, or one buffalow in animal husbandry sector and one camel for transporting goods for agriculture sector are provided. In case two buffaloes are to be provided, then they are provided at the interval of six months so as to ensure continuity in the supply of milk. Multiple assets scheme has been found to be better. A study conducted by Gujarat Rural Development Corporation has shown that the proportion of families crossing the poverty line was the highest (91%) under multiple assets. The second highest of animal husbandry sector was much behind (54%). Banks are, however, hesitant to finance this scheme except in the case of TRYSEM trainees who may be from an already assisted beneficiary family consequently the progress under this scheme is low. To make the programme more effective, it has been considered desirable that the poorer families should be organised into groups and progressive among them should be given the

Schemes With Low Investment:

The average amount of financial assistance given for schemes continues to be low despite the gradual rise since 1980-81. The figures for both the State and the district Mehsana are given below. This may be the result of the limited amount provided to each block by the government. Assuming an incremental capital output ratio of 3:1, such an investment can raise annual income per beneficiary by about Rs.1000 only which is not expected to raise the very poor ones above the poverty line, though it may do so for those who are just below the poverty line.

Gujarat State (in Rs.)

	1980-81	1981-82	1982-83	1983-84
Per-Capita subsidy	801	911	1003	1171
Per capita credit	1025	1400	2159	2637
Per Capita investment	1326	2311	3162	3808

Mehsana District (in Rs.)

Per capita subsidy	652	758	1049	1088
Per capita credit	2239	2375	2270	2111
Per capita investment	2391	3133	3319	3199

Structure of Schemes:

The Annexure I to the circular issued by the State Government in July 1932 underlined the need for a diversified pattern of IRDP schemes. According to it "The growth in the economy of an area requires diversified development. It should be, therefore, seen that no single scheme is resorted to by too many beneficiaries. In excess of 33% would be considered a trend requiring efforts on the part of DRDAs to develop other opportunities". Instructions were further issued to Directors of all DRDAs vide letter no. CRD/IRD/1184/SLCC/1200/33 dated March 20, 1934 and also circular dated April 1, 1934 to give a shift to the programme from animal husbandry to ISB in remaining two years of the programme. However, in the State as a whole and more particularly in the Mehsana district, there is a concentration of milch animal schemes. The 1934-35 annual plan proposals for the State envisage a reduction in proportion of animal husbandry to 28.9 per cent and increase in that of cottage and village industries to 7.2 per cent, of ISB to 14.1 per cent, of TRYSEM to 3.7 per cent and of infrastructure to 3.8 per cent. The district level authorities in Mehsana seem to be aware of this and the matter was raised in one of the recent meetings of the Standing Committee of the DLCC Mehsana. But apart from explaining difficulties in conceiving non-dairy schemes,

Sectorwise Expenditure Under IRDP for Gujarat State
(Percentage)

Sr.No.	Sector	1980-81	1981-82	1982-83	1983-84	1984-85 (Proposed)
1.	Agriculture	11.8	13.1	15.0	17.9	16.8
2.	Minor Irrigation	8.9	9.2	6.9	4.8	3.9
3.	Animal Husbandry	38.3	42.6	44.2	39.3	28.9
4.	Cottage & Village Industries	9.9	6.9	2.8	4.9	7.2
5.	Co-op. and Credit Management	1.4	1.2	1.2	1.6	1.7
6.	Fisheries	2.3	1.5	1.1	1.2	1.8
7.	Forestry	0.7	0.1	-	0.2	0.3
8.	Infrastructure	6.8	4.4	5.2	6.5	8.8
9.	TRYSEM	12.9	11.3	6.3	5.6	8.7
10.	ISB	0.5	1.5	9.7	10.1	14.1
11.	Administration (O & M)	5.5	8.2	7.6	7.9	7.8
Total		100.00	100.00	100.00	100.00	100.00
Total		100.00	100.00	100.00	100.00	100.00

nothing concrete emerged. The forums of such bodies as coordination committees can be used more effectively for examining the suitability of new schemes for the concerned areas. Backward and forward linkages may be examined in such meetings which are attended by experts from several disciplines. Schemes are mostly standard ones. There are very few innovative schemes evolved to

Sectorwise expenditure under IRDP for Mehsana District
(Percentage)

Sector	1980-81	1981-82	1982-83	1983-84	1984-85 (Proposed)
1. Agriculture	10.00	0.5	21.7	19.9	20.6
2. Minor Irrigation	16.4	7.5	3.13	-	-
3. Animal Husbandry	55.4	64.4	46.5	50.6	36.2
4. Cottage & Village Industries	9.6	10.4	9.2	12.4	15.7
5. Co-op. & Credit Management	-	-	-	-	-
6. Fisheries	-	-	-	-	-
7. Forestry	-	-	-	-	-
8. Infrastructure	-	4.9	3.7	6.7	10.00
9. TRYSEM	8.6	6.6	6.9	4.00	10.00
10. I.S.B. (included in Item No.4)	-	-	-	-	-
11. Administration	-	5.7	5.8	6.7	7.5
Total	100.0	100.0	100.0	100.0	100.00

Uneven Preparation of Schemes:

The planning of schemes is not evenly spread throughout the year despite instruction to this effect issued by the State Government in July 1982. The progress remains very slow in the first few months of the financial year. As report in the DLCC mehsana, the performance

year. As reported in the DLCC Mehsana, the performance of the IRDP in the first four months (April to July) of the year 1984-85 was only 10% of total outlay. Applications are not sponsored in a systematically planned manner.

Branchwise information on applications received from TDO shows bunching of applications which results in delay in processing of hurried scrutiny. The relevant data obtained from 17 branches of the Dena Bank in Mehsana district are presented in the following table. This may be one factor contributing to high rejection of loan applications by banks. It is suggested that the DRDA should devise measures to ensure a more smooth flow of applications to banks. For this purpose, the IRDP targets may be set up on a quarterly basis say on a 20:25:25:30 basis.

Another deficiency of the schemes as formulated by the block agencies is the inadequacy of required information supplied along with applications. To quote from the minutes of the meeting of the Standing Committee of the DLCC, Mehsana held on 17th October 1984, "Several cases of applications are still coming incomplete which banks have to return for completion, resulting in unrequired delay in disposal". This suggests the need for more vigorous training for the VLW and E.O. who play a really crucial part in the planning of IRDP schemes for the beneficiaries.

Received applications from TDO of IRDP (Dena Bank for 17 branches only)

Year 1934

Branch name	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
Kalol	-	-	-	46	19	-	-	82	-
Mokhasan	-	-	2	20	10	12	7	-	-
Saij	-	-	-	-	-	2	-	1	-
Chhatral	-	-	4	9	22	25	-	-	-
Pansar	-	-	-	22	4	20	-	-	-
Imbodra	-	-	-	13	6	63	2	-	20
Balwa	-	-	33	-	3	-	43	-	-
Kadi	-	-	-	-	53	-	93	-	-
Rajpur.	-	-	-	6	65	91	14	-	-
Nandasan	-	-	3	3	9	-	-	25	-
Dangarwa	-	-	-	-	-	-	-	19	-
Vadu	-	-	36	-	-	27	29	18	-
Mehsana	-	-	-	29	2	23	-	8	-
Meh. High	-	-	-	29	2	-	23	16	-
Linga	-	-	1	15	-	14	-	-	-
Jagudan	-	-	20	22	-	23	11	53	-
Total	-	-	104	185	203	300	227	145	20

Chapter 5
Planning Process for the NREP and PLEGP
National Rural Employment Programme (NREP)

Proposals for schemes to be taken up under the NREP are made by Gram Panchayats. These proposals are based on the subjective assessment of local needs by Panchayat members. The proposals are sent to the Dy. Executive Engineer at the Taluka level and are examined by his office in terms of the NREP guidelines such as proportion of wage component, schemes fulfilling the requirements of the NREP guidelines are investigated by the Junior Engineer (NREP) and the details of cost worked out. Technical sanction for schemes up to Rs.20,000 are given by the Deputy Executive Engineer at the taluka level, while that for schemes costing more than Rs.20,000 is given by the Executive Engineer at the district level. The Deputy Executive Engineer gets the approval of the Taluka President before sending a scheme to the DRDA either directly or through the Executive Engineer (in case the cost of the scheme is more than Rs.20,000). The TDO is also involved and sometimes he along with the Dy, Executive Engineer and the Taluka President sign the list of schemes sent to the DRDA. But this does not happen in all cases as the scrutiny of relevant file at the district level indicated. Enquiries at the taluka level revealed that the actual involvement^{ment} of the TDO in NREP works is not much. The

Deputy Executive Engineer in charge of NREP along with Taluka President play a more significant role. Enquiries at Chanasma block revealed that the TDO was earlier making payment for the NREP works. But this is now done by the Deputy Executive Engineer. This has further reduced the actual involvement of the TDO in the NREP. The works are executed through the Gram Panchayats of the department. Till recently, the work was also executed through labour cooperative societies, but has been discontinued since the last two years as we came to know in a taluka.

At the district level, the office of the DRDA controls the NREP. The Director, DRDA is assisted by an A.P.O. (NREP) who deals mainly with the NREP. He is an engineer and holds the rank of Deputy Executive Engineer. The DRDA allocates funds to different talukas and gives administrative sanction to the schemes recommended by the Executive Engineer/Deputy Executive Engineer as detailed earlier. The schemes are approved by the Executive Committee of the DRDA after which the Director, DRDA issues the administrative sanction. The schemes recommended at the taluka level are usually approved at the district level. The district level NREP plan is often a mere compilation of list of works received from taluka level. Funds are sanctioned only for the construction of assets and not for their maintenance which is supposed to be looked after by

the respective departments. At the State level, NREP is the responsibility of the commissionerate of Rural Development and is looked after by an Assistant Commissioner working under the supervision of the Commissioner, Rural Development.

In order to give guidance on planning and implementation of NREP, the State government on 6th October 1981 constituted a State Level Steering Committee under the chairmanship of the Chief Minister. The first meeting of this Committee was held on 11th January, 1982 and the second meeting on 2nd June 1982. Subsequent meetings were held on 22nd September, 1982, 3rd February, 1983 and 21st June, 1983. No meeting had taken place since then till January 1985 when I last visited the Gujarat State in connection with this study.

Field investigations in the Mehsana district indicated that there is a flexible approach to allocation of NREP funds in different talukas depending upon the need for such works as assessed by the DRDA. As a result, the allocations to different talukas vary from year to year. This is good in so far as exigencies of situations are taken into account. However, it creates uncertainty about availability of funds at the taluka level which prevents taluka authorities from planning beyond a year. Any perspective plan is, therefore, ruled out. And none has been prepared so far. And there is no proposal to do so.

Secondly, it gives scope for arbitrary decisions which may be misused. Hence, it is suggested that a rough idea of five year allocations as well as yearly allocation to different talukas under the NREP may be communicated in advance so that the talukas may do some advance planning. As of now, such advance planning is not possible. As a result, schemes keep on being received by the DRDA throughout the year.

Talukas are also required to send a list of schemes in the beginning of the year. In Mehsana district most of them did so in 1931-32 and 1932-33. But in 1933 only four talukas sent such lists. Others sent individual proposals from time to time. As a result, no consolidated list for 1933-34 could be prepared at the district level. During 1934-35 no list was invited because of spillover works. However, blocks were allowed to send urgent proposals specially those which were for the benefit of the scheduled castes and the scheduled tribes. Only six proposals were received and these were not approved because of lack of funds.

Gradually, a practice of preparing a list of NREP schemes has emerged at both the taluka and district level. At the taluka level, schemes not approved in a year are considered before finalising list for the next year. The State government has issued broad guidelines on the type of schemes that should be taken up under NREP. In accordance

with the decisions taken in the first meeting of the State Level Steering Committee, NREP should take up irrigation schemes like percolation tanks, canals and 'Kans', rural roads schemes. It has been pointed out that Irrigation can help to step-up the economic activities and therefore demand for labour on permanent basis. Rural roads can be more useful to the poor if they link the settlements of the weaker sections. In a further circular issued in April 1982, it has been laid down that 10% of the allocation should be used for afforestation and 10% for land improvement and group housing of SC/ST.

The earth work of rural roads should be taken up from NREP funds. The bridges, culverts, asphaltting etc. should be financed from grants of Building and Communications department or from the discretionary grant of District Planning Board after utilising the NREP grant as per percentage prescribed for material component. In April 1982, further instructions were issued to give high priority to works of rural roads included in the Talukawise plan prepared by the Building and Communications Department. "The earth work of such roads should be done departmentally from the grants of N.R.E.P. and 3rd amount of the wage component should be utilised from the NREP grants for construction of culverts and the remaining grant should be obtained from the discretionary grant of District Planning Board. The

metalling of roads should be done from the grants of B. & C. Department if it is not possible to meet its expenditure from N.R.E.P. grants." It was also instructed that the same arrangement of expenditure should be made for minor irrigation works. In Mehsana district, most of the schemes in 1981-82 were in irrigation (142), approach roads (153), and works benefitting scheduled castes like roads, houses (88). There were very few other works namely 6 in social forestry, 4 in soil conservation and 3 others. In 1982-83 most of the works (192) related to approach roads followed by village tanks (76) school buildings (57) irrigation (42), social forestry (39) and works for scheduled castes (25). In addition there were 29 other works. As already mentioned no consolidated list could be prepared for 1983-84 and no new works taken up during 1984-85. Works taken up at Chanasma taluka were mostly road and tank work, village protection work, field channels and soil conservation.

Unlike IRDP, the planning machinery for NREP does not give due emphasis on monitoring, evaluation and training. There has been no evaluation of the impact of the NREP works either by the government or by any independent agency. No training courses or seminars on planning for NREP for field level staff and members of village Panchayat have ever been conducted in the district or blocks studied. In

the absence of adequate monitoring, works linger on and spill over from one financial year to another as happened during 1983-84 and 1984-85.

Rural Landless Employment Guarantee Programme (RLEGP)

The Commissionerate of Rural Development at the state level is in charge of the RLEGP in the State. It coordinates the planning and monitors the execution of the programme which is carried out by the concerned departments, which are mainly the following: Roads and Buildings Department, Irrigation Department, Education Department, Forest Department, Soil Conservation Department, Gujarat Land Development Corporation and Gujarat State Rural Development Corporation. The programme is monitored through a State Level Implementation Committee of which Commissioner for Rural Development is the Chairman and the representatives of other concerned departments are members. An Assistant Commissioner in the Commissionerate of Rural Development is the member secretary of this committee. The State departments get the work implemented through their respective district and taluka units as any other departmental programme in DPAP blocks, tribal blocks and in talukas having population of more than 10,000 landless workers.

At the district level, the DRDA was not much involved in this. A few months ago (on 8th August, 1984), however the State government passed a resolution creating a District Level Implementation Committee with the D.D.O. as Chairman and

Director, DRDA as Member Secretary. At the Taluka level, the RLEGP is planned and executed by the two Deputy Executive Engineers (Roads and Buildings, and Irrigation) like any other departmental programme. They send their schemes to their executive engineers at the district level who in turn get in touch with the State headquarter through their superintending engineers.

This process is claimed to ensure a more effective implementation of the programme because of the administrative control of the State departments over their respective district and taluka units. But this process does not ensure that RLEGP funds would be equitably distributed over all areas. It is quite possible that some areas may get more schemes than others. It would depend on the chance factor. Secondly, it is very difficult to insure that the benefit from the programme is derived by intended beneficiaries. The deputy executive engineer has no list of eligible beneficiaries. Monitoring of this programme from this angle has not been attempted or even thought of so far. The programme is seen as one additional source of taking up infrastructural works in rural areas through the developmental departments.

Chapter 6

Linkage and Coordination

IRDP and Antodaya Scheme:

Apart from the IRDP, Antodaya is another scheme for the poorest of the poor in rural areas. The Gujarat Government introduced it on 1st May, 1979 as a State scheme. It envisages providing social security in the form of pension and financial assistance in the form of loan and subsidy to the Antyodaya families for purchase of economic assets to enable them to undertake suitable economic activities and thereby, provide them permanent means of livelihood, 2 to 4 families from each village, depending upon the size of the village, are identified with the help of Gramsabha/Gram Panchayat looking to their annual income only, irrespective of other considerations like caste, creed or religion. The Antyodaya families are given first preference for the individual family oriented schemes in all the on-going programmes including special programmes. The scheme is divided into two. Part-I is concerning pension to old age persons and is implemented by Social Welfare and Tribal Development Department whereas Part-II is concerning financial assistance to Antyodaya families, in the form of loan and subsidy for economic activities, and is implemented by the Commissionerate of Rural Development in the Agriculture and Forests Departments. The scheme also provides for loan

component, if the Antyodaya family is unable to secure loan from Commercial Banks. When this scheme was introduced, IRD was in the pilot stage. But now IRD has covered all the blocks, and hence Government has decided to reduce the provision for this scheme in the budget. Initially, antyodaya family being the IRD beneficiary the subsidy is given from the IRD fund, where as the difference, if any, is given from Antyodaya subsidy component. About 56 thousand families were assisted under this scheme till the end of 1983-84. Number of families assisted per taluka has been 25 in 1979-80, 61 in 1980-81, 75 in 1981-82, 86 in 1982-83 and 53 in 1983-84.

IRDP and Other Schemes:

Along with the IRDP, the S.C. Corporation, S.T. Corporation, Social Welfare Department and DIC have schemes for assistance in their respective fields. In order to avoid overlapping and duplication, the State government has instructed that in case of IRD beneficiaries, the expenditure should be met with from IRD fund first. But if they are entitled to higher assistance under State scheme then the additional amount should be given from departmental funds.

IRDP and Infrastructural Facilities:

There can be two approaches to link between individual beneficiary programmes like the IRDP and programmes for creating infrastructural facilities. One approach

envisages the development of beneficiaries in those areas where infrastructural facilities are available. This also implies plan for creating new infrastructure and then to launch beneficiary oriented schemes around them. This is possible when beneficiary oriented programmes form a part of the area development programme. This requires an integrated approach to planning which is not found in any part of the country including Gujarat. Another approach is to try for the creation of infrastructural facilities around beneficiaries as for example, management aid for farming cooperative societies; persuading Animal Husbandry Department to open a veterinary centre in areas where milch cattle loans have been given. In the Mehsana district, the DRDA gives a subsidy of Rs. 1 lakh for community fodder farm and Rs. 23,000 for construction of milk society building out of the infrastructural fund of the IRDP.

Sometimes the Director, DRDA makes certain suggestions to District Planning Board to take up certain infrastructural measures specially construction of roads. For example, the scheme of milch cattle is made more viable if the marketing is made more efficient through construction of roads undertaken by District Planning Board.

The State Government in its July 1982 circular underlined the importance of linkages of both IRDP and NREP

with other programmes. Support to the IRDP beneficiaries may be provided from (i) NREP in constructing routes, and in grassland development, (ii) State schemes such as of health cover for animals supplied under IRD and (iii) State level corporations in arranging raw material supply, training, marketing of products, etc. NREP works can similarly be combined with State Schemes such as rural roads, housing for the SC/ST, minor irrigation works, and community forestry and with district planning funds for rural roads.

NREP and Other Development Works:

The State Government has tried to facilitate coordination between NREP and similar developmental works undertaken by other departments. The annual conference on rural development held on 13 August 1981 suggested that linkage should be established with the discretionary grant of the District Planning Board for constructing civil works as complementary to the earth work to be done by the NREP funds. With respect to NREP roads, it has also been indicated by the State government in one of its circulars that the bridges, culverts etc. may be financed from grants of Building and Communications department or from the discretionary grant of the District Planning Board.

Government Agencies and Banks:

Since the IRDP is to be financed through a scheme of loans and subsidy, it is necessary to have proper

coordination between banks and the concerned government agencies. Two types of steps have been taken in this direction. In the first place, there is a regular practice of meetings of concerned officers from the government and banks at taluka, district and State levels either on monthly or quarterly basis. Problems related to bank finance are discussed at such meetings and attempts are made to find solutions to them. Secondly, a decision has been taken to appoint officers from banking to the Government agencies at the state and district levels. A senior officer of Bank of Baroda has been appointed as Deputy Commissioner (Credit) in the Rural Development Commissionerate for the purpose of better supervision and monitoring of credit operations of IRDP and for better liaison with banks. There has also been a proposal to appoint bank officers as Assistant Project Officers (Credit) in DRDA. The proposal still stood in January 1985 at the time of field visit. However, in most districts posts have been filled up on deputation from other departments pending the availability of officers from banks which are themselves short of staff.

Project Linkage:

In Gujarat, there is a scheme for effective coordination between industrial development taking place in industrial estates and the needs of rural youth in the

neighbourhood facing acute problem of unemployment.

Since rural youth is deprived of the job opportunities created in their newly developed industrial areas for want of skill formation, communication, housing facilities in the vicinity of these areas, it was felt that something should be done to bridge these missing links by making comprehensive efforts in linking unemployed rural youth in the areas with employment opportunities available in the existing and the coming up industrial units. A scheme of project linkage has been developed to provide missing links so that integrated development takes place to mutual advantage of both industries and the rural sector. This scheme has already been executed in the industrial estates of Vapi in Valsad district and Ankleshwar in Bharuch district. The scheme involves provision of transportation facilities to surrounding rural areas within 15 Km. radius by linking them with the industrial estates and arranging for plying of buses etc. Those living beyond the cycling or busing distance of 15 Km. would be provided cheap housing in selected villages within this areas. Rural labour is to be provided suitable training facilities so that they can be absorbed in the industrial estates. The scheme also includes creation of facilities like shopping platforms etc. for encouraging self-employment, but not much success has been reported in this. While executing the scheme, due

advantage has been taken of existing programmes or schemes. For example, about two third of the cost of road building (related to earth work and proportionate materials component) is met out of NREP funds.

The organisation for scheme is provided by a Task Force at each industrial estate. This consists of the District Development Officer as the chairman, the President and a representative of the Estate Industries Association, other concerned officers at district level. At the project level such as in the estates of Vapi and Ankleshwar, Project Officers (Linkage) have been appointed with supporting staff of 2 Extension Officers and other staff. At the state level, the scheme is coordinated by the office of the Commissioner for Rural Development.

Overall Picture:

A large number of programmes for rural development have already been mentioned. In addition, there is Minimum Needs Programme executed by concerned departments, programmes of Khadi and village industries run by the Khadi and Village Industries Board and the Programmes run by the District Industries Centre (DIC). It has not been possible to have satisfactory coordination among these agencies. There is no formal coordination between the DRDA and the DIC. While the Managing Director DIC is represented on the governing board of the DRDA, the Director, DRDA is not represented

on the governing board of the DIC. At the field level, there is no coordination between IRDP and MNP. The Director, DRDA who is in charge of the IRDP has no say in the formulation of MNP. Also, there is not much coordination between MNP and NREP even though both of these are concerned with infrastructural facilities. Some coordination is possible through the BDO and the Collector. The DDO is the head of the entire development administration. He reviews the working of all developmental departments including the engineering departments also. DDO is also the Secretary and chief executive of the District Panchayat. He is also the Chairman of the DRDA. This structure provides an opportunity for some informal consultation among the departments. Such an arrangement, however, can not, by its very nature, be very effective. There is no mechanism for functional coordination. Further, the District Planning Board which is also involved in rural development is headed not by the DDO but by the Collector. Another coordinating arrangement is through the various coordinating committees, governing boards etc. where nominees of various departments are represented. The limitations of such bodies in providing effective coordination are too well known to require much elaboration. Suggestions towards more effective coordination are given in a subsequent chapter.

Coordination at the taluka level is expected to be more satisfactory because most of the programmes pass through the TDO, Or the Deputy Executive Engineers. However, in actual practice, the work gets delegated to E.O. in case of IRDP, to Junior Engineer (NREP) in case of the NREP and to Junior Engineer (General) for DPB and Panchayat works. In addition, the Panchayat members also come into the picture specially for the NREP and DPB works. In some talukas, the territorial jurisdiction of the Deputy Executive Engineer is different from or does not overlap completely with that of the taluka. Moreover, the Deputy Executive Engineer is not under the TDO and has the same status as that of the TDO. As a result, there is not much coordination even at the taluka level. The list of schemes under each programme is prepared separately. There is no consolidated list of schemes of under all programmes. The question of having an integrated list does not arise. It is, therefore, suggested that a consolidated list of all schemes proposed under different programmes in a taluka compiled village wise may be prepared as a first step towards better coordination in planning. Some other suggestions in this respect are given in a subsequent chapter.

Chapter 7

Data and Statistics

Rural development planning at the block and district level would require data on economic and social life of people. Data related to population and agriculture are readily available and published by the District Statistical Office. Taluka wise data on prices, road transportation of all types and education are also available. Estimates of income are available at district level but not on taluka level. The IRDP survey and the Kutumb Pothi provide extremely valuable data for families below the poverty line. But these data are not processed further. Computerisation and processing of these data would be extremely useful and may be attempted.

Since October 1983, Gujarat has started village Amenities Survey. It is conducted every year in the month of October and the data are processed through computer. The computer print out is available at village, taluka, district and state levels. This gives information on 72 items related to education, health, industry, rural electrification, irrigation, economic services like banks, credit, societies etc. transport and communications, government institutions and drinking water facility. The following is the list of facilities/amenities information

about availability of which is collected: primary school, middle school, higher secondary school, balmandir, library, Govt./Panchayat/Private hospital and dispensary, allopathic/Ayurvedic doctors, primary health centre/sub centre, maternity house, drinking water facilities, ordinary well, tubewell, well with electric pump/diesel engines, tank/river/canal, electricity for home consumption/agriculture/all purposes, street light, electricity in scheduled caste area, gobar gas plant in use, household industrial units, rural artisans, flour mills, wells for irrigation, electric pump irrigation, tubewell irrigation, lift irrigation, canal irrigation, cooperative nationalised banks, non-agriculture credit cooperative societies, milk cooperative societies, fertilisers/seeds store, bazar/hat, agricultural implements/pumpsets/oil engines repairing service, godowns, fair price shop, metalled road, black top road, kutchra road, all weather bus stand, fair weather bus stand, railways station, post office/branch post office, telegraph office, telephone, talati headquarter, gram panchayat office, gram sevak headquarter, police station/outpost, veterinary dispensary/stockman centre, tractors, cinema, gochar land and area under gochar land. This list is quite comprehensive and provide a good house for preparing area plans for clusters of villages, blocks and taluka.

Gujarat is, thus, fairly advanced in terms of availability of data and statistics. And the Planning Department of the State is trying to develop capability for analysing and making use of the data for planning purpose. During 1984, it organised one seminar at each district headquarter involving not only concerned government officers at all levels but also experts from academic institutions to help in the formulation of plan for each district. However, even now, certain crucial data for micro-level planning are not available. Most important of these is data related to employment, unemployment and under-employment. Information on income of the poor people is also not available in a comprehensive manner. Another deficiency is related to economic aspects of industries and infrastructure i.e. size of investment output, manpower, etc. There is no systematic way of compiling, processing and publishing data on investments made by various government departments/agencies and by the private sector. The village amenities survey obtains information on the availability of facilities and not on the details about the facilities. Village-wise and blockwise bench mark surveys are not available. While estimates of income are now available at the district level, the same is not true of the block.

Because of all these, preparation of perspective/ five year plan at the level of taluka/block/cluster of villages is found to be difficult. Appropriate steps may, therefore, be taken to remove these data gaps.

The State may, therefore, take appropriate measures for processing of available ^{data} from IRDP surveys and Kutumb Pothis and for collecting data on employment and investment on an annual basis. The district level responsibility for this should be assumed by the District Statistical office. At the block/taluka level, the work may be assigned to E.O. (Statistics). At the village level, the data should be collected by the VLW with the help of appropriate proforma, prescribed for this purpose by the State government. A five yearly survey may be conducted for obtaining economic data on industries and this work may be supervised by the District Industries Centre in consultation with the District Statistical Office.

Chapter - 8

Role of Non-Government Agencies

Non-government agencies are involved in formulation of rural developmental programmes and schemes in the State and in Mehsana district in various ways. Banks prepare District Credit Plans (Annual Action Plans) and participate in the formation of clusters of villages, selection of TRYSEM trainees and identification of schemes for the IRDP. Insurance companies are involved in insurance coverage of various schemes. Some autonomous educational and research institutions are involved in evaluation of various schemes. Some industrial houses and trusts set up their own rural development activities. The role of the Dudh Sagar Dairy in IRDP has already been described earlier.

District Credit Plan

The role of banks in the formation of clusters of villages, selection of TRYSEM trainees and identification of schemes for the IRDP has already been explained in an earlier chapter. Besides, the Bank of Baroda has conducted evaluation studies a reference about which was also made in an earlier chapter. In this chapter, we will describe their role in credit planning. The third credit plan of Mehsana district was launched in December 1982. It covers a period of 27 months i.e. from January 1983 to March 1985. The Annual Action Plan for 1983 was launched simultaneously. Earlier the Annual Action (Credit) Plan for the year 1984 had been decided to be prepared for the

terminal period of the credit plan i.e. for 15 months from January 1933 to March 1934, but as per the revised guidelines of R.B.I. the Annual Action (Credit) Plan was released for the Calendar year 1934. The credit plan is finalised after consultation among banks. It is also discussed in the DLCC and finalised in the District Level Review Meeting.

The Annual Action (Credit) Plan for 1934, makes a review of the previous District Credit Plan 1930-32 and Annual Action Plan 1933. It gives unit costs of various schemes. Annual Action Plan contains blockwise and branchwise estimation of credit outlay under different crops, sectorwise/schemewise outlay and AAP - 1934 for the district as a whole, sectorwise/scheme-wise outlay for different blocks, schemewise/bankwise share allocation for different banks in different talukas, share allocations to various banks under AAP 1934 major schemes, and talukawise list of branches of various banks in Mehsana district. It also assigns responsibilities to different agencies for the implementation of the plan.

The Annual Action (Credit) Plan 1934, apart from containing IRD Programme of Rs.414.17 lakhs also includes an extra provision of Rs. 135.00 lakhs for the special programme for providing self-employment to educated

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unemployed youth. Total outlay provided in the Annual Action (credit) Plan - 1984 was of the order of Rs. 2631.39 lakhs, out of which provision for agricultural sector was Rs. 1898.16 lakhs. Total outlay also covers programmes for SC/ST corporations and bankable schemes sponsored by the District Industries Centre.

Insurance Companies:

Insurance coverage of the assets acquired under IRDP is a must to safeguard the interest of beneficiaries, banks and government. A Standing Committee on Live-stock Insurance was constituted during 1982-83 under the chairmanship of Secretary Rural Development, with Director, Institutional Finance, Director of Animal Husbandry and representatives of Lead Banks, Insurance Companies as members, and Deputy Director Animal Husbandry (Rural Development) as Member-Secretary. Some important decisions made by the Committee are as below:

1. For making insurance cover compulsory and effective it was decided that all the financing institutions should be requested to adopt 'open blanket policy' i.e. an agreement between banks and insurance company to insure all assets without scrutinising each case on its merits otherwise. This scheme is adopted by the Bank of Baroda.

2. Till the issue of adopting open-blanket policy is finalised and new scheme adopted, it was decided that the banks would finance only the cases covered under insurance.
3. In order to have better coordination at the district level, it was felt necessary that representatives of Insurance Companies attend DLCC. Collectors were requested to invite insurance companies to such meetings.

The officers of the insurance companies have been associated with the bankers meetings in which problems of banks as well as DRDAs are sorted out. Earlier, one year insurance policy for the assets were provided to IRD beneficiaries. Now, the insurance companies have agreed to provide policies for at least 3 years at a time with reduced rate of premium.

Educational Institutions:

Educational Institutions have played little role in local level planning. In some talukas and sometimes, some of the local educational institutions were associated with IRDP survey. Some technical institutions are associated with TRYSEM. The Mahatma Gandhi Department of Rural Studies, South Gujarat University, Surat has completed an evaluation study of IRDP in Surat district. It is suggested that the vast manpower available with institutions of higher

learning and research may be associated in survey work, identification of schemes, training and evaluation.

Involvement of Voluntary Agencies in I.R.D.P.:

Voluntary agencies have been involved in IRD Programme, in the clusters in which they are working. The Government of Gujarat has resolved that the field workers of voluntary agencies can be accepted as honorary gram sevaks on condition that they will not work on political, communal or religious basis. In case of misappropriation or mischief, the concerned agency will pay up the amount and action will have to be taken against the field worker. The DRDAs have been asked to coordinate the efforts of voluntary agencies where they are working. A bi-monthly meetings of the voluntary agencies with the DRDA under the chairmanship of the DDO is arranged for coordination purpose. On the basis of decisions taken in the conference of voluntary agencies in September 1981, voluntary agencies are invited to the meetings of the District Planning Boards.

Notable institutions which are active in rural development include Mafatlal Companies, Sayaji Trust, Aegis R.R. foundation, Atul Rural Development funds, Mill owners Rural Development foundations. Gramvikas, Tam Busar, Lalbhad, R.D. Trusts etc.

Voluntary agencies are contributing in three spheres of Rural Development Programmes: through their staff, extension

methods, technique and evaluation. However, in the selection of beneficiaries and in formulation of schemes there is no role for voluntary agencies.

Panchayati Raj Institutions:

Involvement of Panchayat Raj institutions in IRDP is not to any significant extent. These are associated at the stage of selection of beneficiaries. Panchayats are primarily concerned with infrastructural facilities like roads and schools etc. and not with individual beneficiary programmes.

Panchayat Raj institutions, however, play an important part in the formulation and selection of schemes for the NREP and DPB. The details have been described in an earlier chapter.

Conclusion:

The non-government agencies do not play much significant part in the planning process. Their role is more extensive in implementation. Their role varies from agency to agency and from programme to programme. The panchayats play relatively more significant role specially in NREP and DPB schemes. The banks take some interest in planning for the TRYSEM. The voluntary agencies plan the schemes which they want to execute out of their funds, but their number and amount are extremely limited as compared

to governmental programmes. Thus, bulk of the rural development programmes/schemes are planned exclusively or primarily by governmental machinery. There is very little of direct participation by the people in the planning process except in the case of IRDP schemes.

This has resulted in an awkward situation. The case for planning at the block/district level is often made on the ground that it provides scope for people's participation. Decentralisation of planning loses much of its force if people are not involved in the planning process. It is, therefore, suggested that attempt to involve people and non-government agencies in an effective way in the planning process may be made.

Chapter 9

ORGANISATIONAL SET UP FOR PLANNING

District Planning Board:

The newly introduced system of decentralised Planning has led to the establishment of District Planning Board as a major planning body at district level, having "a varied and a highly representative character". It is an important unit in the organisational set up of the State's multilevel planning system. It meets once in a three months to approve the schemes which are submitted to it by its Executive Committee. The schemes sanctioned by the DPB are executed by the departments with their own staff out of funds placed at their disposal by the DPB. Earlier, the Collector of the district used to be its Chairman. Later on, to give the D.P.B. a higher status and make it more effective a Minister of the State Government has been made Chairman of the D.P.B. The Composition of D.P.B. is given below:-

- | | | |
|----|---|--------------------|
| 1. | A Minister of the State Government | - Chairman |
| 2. | District Collector | - Vice-Chairman |
| 3. | President of the District Panchayat | - Co-Vice-Chairman |
| 4. | Taluka Panchayat Presidents of two or three talukas of the district (two for small and three for large districts) | - Member |
| 5. | All MLAs/MPS elected from the district | - Member |

6. Presidents of one of the Municipalities in the district - Member
7. Mayor of the Municipal Corp. - Member
8. Municipal Commissioner - Member
9. The President of one of the Nagar panchayat of the district - Member
10. An expert from a Research Institute - Member
11. A representative from the district Lead Bank - Member
12. Chairman - District Central Co-operative Bank - Member
13. District Development Officer - Member
14. Project Administrator, Tribal Area sub-plan - Member
15. A member of the State Planning Board - Member
16. Chairman of the Social Justice Committee of the district. - Member
17. Vigilant Female Member of the Jilla Panchayat. - Co-optal Member
18. District Planning Officer - Member-Secretary
19. District Statistical Officer - Addl. Member-Secretary.
20. Officer of the G.A.D. (Planning Division). - Observer.

Functions:

District Planning Board has to perform certain functions which are given below:-

- (1) To prepare perspective plan, Five-Year Plan and Annual Plan of the District by continuous study of the socio-economic and cultural environment of the district and keeping in view and assessing the local resources of the district and formulate the programme as an integrated part of the framework of the broad policy of the State and satisfying the requirements of the local areas reasonably and realistically, so that a balanced development of the district can take place.
- (2) To frame specific schemes in various fields keeping in view their size and form with reference to the priorities fixed by the state Government and to pay special attention to the upliftment of the economically backward and weaker sections of the society in the district planning.
- (3) To ensure that the planning becomes realistic and willing, and maximum participation and help of local bodies, industrial houses and people from different strata of society becomes available in the formulation and implementation of the plan programme.
- (4) To undertake a regular and effective review and evaluation of all the district level schemes and programmes being implemented in the district and on the basis of this

to strive continuously to remove bottlenecks and take remedial measures for the successful implementation of each scheme.

(5) Amongst the above programme the Minimum Needs Programme has been envisaged mainly keeping in view the needs of the rural areas and the benefits of the programme to be received by the rural areas. It is, therefore, necessary for the Planning Board to undertake special monitoring and evaluation of the MNP.

(6) To identify the difficulties in the implementation of the schemes and take up the matter at the appropriate level to remove such difficulties.

(7) To identify the missing links in the infrastructure for implementation of the family oriented programme and to formulate appropriate schemes to provide these links.

(8) To review the progress of implementation of family oriented programme in the district every year and ensure that the benefits actually accrue to the rural poor.

Executive Planning Committee

A small Executive Planning Committee has been set-up for effective functioning of D.P.B. It is supposed to meet every month. It has the following organisational set-up.

- | | |
|---|---------------|
| (1) District Collector | - Chairman |
| (2) President of the District Panchayat | - Co-Chairman |

- | | | |
|-----|---|-----------------------------------|
| (3) | Three MLAs of the District
(appointed by rotation) | - Member |
| (4) | District Development Officer | - Member |
| (5) | Project Administrator,
Tribal Area Sub-Plan | - Member |
| (6) | District Planning Officer | - Member-Secretary |
| (7) | District Statistical Officer | - Additional Member
Secretary. |

Functions:

The functions of this Executive Planning Committee are:

- (a) To monitor the implementation of the schemes sanctioned by the D.P.B.
- (b) To examine and scrutinise every scheme before submitting it to the D.P.B.
- (c) To ensure that the schemes submitted to the D.P.B. are in accordance with the guidelines issued by the government.

District Planning Team:

Each District Planning Board has been provided with a small complement of staff headed by a District Planning Officer, who is a Class-I Officer drawn from the Gujarat Administrative Service or the Gujarat Statistical Service of the Gujarat Agriculture Service. He works under the direct supervision of the Collector.

He is assisted by the following staff:

Research Officer	(Class - II)	1
Research Assistant	(Class - III)	1
Deputy Mamlatdar	(Class - III)	1
Statistical Assistant	(Class - III)	2
Sub-Auditor	(Class - III)	1
Clerk	(Class - III)	1
Typist	(Class - III)	1
Jeep Driver	(Class - III)	1

The District Planning office has the responsibility of monitoring not only the projects financed by the District Planning Board but also those projects which are taken up under the Minimum Needs Programme (MNP). In order to ensure effective monitoring of MNP projects, one post of Research Assistant and one post of Statistical Assistant have been created for each district planning unit. To start with, one post of Research Assistant in 10 districts and one post of Statistical Assistant in 9 districts were sanctioned during 1982-83.

The package of staff suggested by the Planning Commission consists of one Chief Planning Officer, one Economist working with a team of five other specialists chosen from a suggested list of six specialists viz. Specialist (Area or programme specific), Planning Officer, Agronomist, Engineer, Credit Planning Officer, Geographer/Cartographer. In addition, the supporting staff for the Planning Team consists of 2 Research Assistants, 5 Stono-

typists, 3 peons/orderly/Dalayat will be eligible for assistance. Central Assistance, on salary and allowances of the staff as well as expenditure on travelling allowances etc. to the staff upto a maximum of Rs.10,000 for each district and for contingencies including expenditure incurred towards essential equipments and stationery upto a maximum of Rs.15,000 for each district are also eligible for assistance under this scheme. The costs of computer analysis and special pilot project studies of an innovative nature will also be considered for Central Assistance under this scheme.

The district planning officer may initiate and recommend projects but he has no power to sanction them. This power vests in the District Collector on the recommendation of the District Planning Board. But it is the District Collector and not the DDO who occupies an important position in the organisational set up of the district planning boards.

District Rural Development Agencies in all districts except Gandhinagar and Dongs have been provided class I Officer from the GAS cadre as the Project Director. In the two districts which are one-taluka districts, class II project officers are heading the DRDA. Each DRDA has eight Assistant Project Officers, namely A.P.O. - Statistics, Accounts, Credit, N.R.E.P., Agriculture, AH, Rural industries and Administration. These officers are of

GAS class II level. The officer in charge of the NREP is Dy. Executive Engineer. The APO (Agriculture) comes from Agriculture department and looks after the special programme for small and marginal farmers. The APO (Industry) looks after TRYSEM, asset verification for industrial loans, and planning monitoring and execution of ISB targets. Every APO is allotted some Talukas for supervising IRD programme and attending TLCC. Annexure 9.1 gives the details of the staffing pattern. The pattern of staffing is uniform for all the districts. The large size districts naturally find this not equitable and adequate.

Most of the officers to the DRDA come on short term deputation from other agencies and organisations. The gazetted officers come from the State service and the non-gazetted ones from District Panchayat service. Hence the staff do not develop a long term interest in the programme. The staff can go back to their parent department any day. They feel uncertain about their career prospects in the DRDA. Even while in DRDA, they do not get certain facilities/fringe benefits like quarters which those in government get. Even the Director, DRDA has no quarter. On the other hand, the staff is utilised for general or emergency work in the district. For example, the Director DRDA was asked to work as Assistant Returning Officer for the Lok Sabha Elections in December 1984 and Returning Officers for the Assembly election in February 1985. He

had to spend about a month's time on each of these.

As is quite natural in such a system, the suitability of the staff to the work of the DRDA is not taken into account in all cases. As an example, take the case of APO (Industry) Mehsana who came to the DRDA from Audit Department. A graduate in Economics, he had no prior experience of planning and developing industrial works. Now was he given any prior training before being posted as APO (Industry). It was also indicated that in several cases, staff not wanted in their own departments or on the verge of retirement are sent to the DRDA. In addition, there is less scope for taking disciplinary action against an employee on deputation since any proposal in this respect has to be referred back to the parent department where things can be managed in a different manner. The CR is no doubt written. But, because DRDA is usually short of staff, officers try to avoid writing adverse CR because of the risk that the concerned staff may go back to his parent department. For example, the post of a steno is lying vacant in Mehsana DRDA since inception. Nobody is prepared to come on deputation because there is no deputation allowance. The post of APO (credit) has also been lying vacant since April, 1984.

Hence there is need to make long term plan for the continuance of the DRDA itself. It should have a future.

Staff should be deputed for a longer period say 5 to 10 years. Their place of work may change. But longer deputation will enable them to deal with the same problem and develop an expertise. One could even think of cadre for the DRDA. There may be a department of rural development rather than the DRDA. It is suggested that the DRDA set up vis-a-vis a departmental set up may be reviewed from all angles in case it is decided to continue the programmes on a permanent basis.

At district level, there is a District Level Coordination Committee, which meets every month. Director, DRDA, commences the meeting and representatives from Lead Bank (in Mehsana Dena Bank is Lead Bank) and other major banks, different A.P.Os participate. At such meetings, the points which are discussed are mostly concerned with bankers problems like the amount of outstanding loans, problems of recovery, the bankability of schemes, and problems regarding fulfilling the financial and physical targets.

The DRDA is concerned with planning as well as execution of the IRDP, NREP etc. Most of the time of the DRDA is taken away by problems of implementation. The DLCC and other bodies of which the DRDA is an important constituent, are concerned with monitoring and implementation of the various programmes. So are the concerned APOs. The Director, DRDA, has to attend a large number of meetings

(see Annexure 9.4). In addition, he has to supervise administration and accounts and this leaves little time for him for effective planning. Moreover, many of the decisions regarding IRDP e.g. on clusters, schemes and beneficiaries are taken at the taluka level. Similar is the case with the selection and location of schemes for the NRUP. The DRDA generally acts as an agency for compilation and coordination. The taluka level agencies are more significant for planning. It is, therefore, more relevant to discuss them now.

III. Taluka/Block Level:

At block level, no separate planning machinery existed till recently. However, some planning machinery is currently in the process of evolution. For the decentralised planning scheme, a Taluka level committee, comprising of Taluka President, the T.D.O., Medical Officer P.H.S., Deputy Executive Engineers, President of Social Justice Committee, President of Nagar Panchayat, the MLA/MP of the area, and members of the district Panchayat have been constituted since April 1984. The T.D.O. is the convenor of this. In Mehsana district, the Mamaltdar (Taluka Revenue Officer) is the Chairman of this body, but not in all districts. The committee usually meets once in three months for reviewing progress. But it meets more frequently while considering proposals for schemes. Proposals for schemes emanate from Gram Panchayat and are forwarded to the T.D.O. who

places them before the Committee. The concerned Deputy Executive Engineer, the T.D.O. and the Taluka President specially the first named officer play a more important part in the decision-making process. The proposals, after passed by the Committee are sent to the District Planning Officer for approval of the District Planning Board. The same agencies and procedures are followed for schemes sanctioned by district panchayats. Here the schemes approved by the Taluka level planning committee are sent to the District Panchayat for its approval. The Taluka Planning Committee in Chanasna taluka and one statistical assistant for Panchayat and District Planning Board's schemes.

For the NREP works also, it is the Deputy Executive Engineer who plays a critical role. Proposals for schemes are initiated by the village panchayats and sent to the Deputy Executive Engineer for examination. After conducting the required technical investigations, he gives technical sanction of schemes if their cost is less than Rs. 20000/ and recommends them to the Executive Engineer if their costs are more. Thus the office of the Dy. Executive Engineer plays a crucial role in the planning of works under NREP and District Planning Board. He has a Junior Engineer (NREP) to assist him for NREP works and another Junior Engineer for DPS works. It may be mentioned that the Deputy Executive Engineer is not under the TDO. He has the same scale and status as the TDO. and sometimes his territorial jurisdiction

does not overlap with that of the taluka.

As regards the IRDP, every taluka has one E.O. (IRDP) for both planning and execution. He is supported by 10 V.L.W. each in charge of a cluster of villages. The E.O. works under the supervision of the T.D.O. since the TDO has several responsibilities, he cannot be in a position to give sufficient time for the IRDP. It is, therefore, the E.O. who does all the real work of the IRDP. The block/taluka level IRDP organisation is currently in the process of being strengthened. Four posts of E.O. (Credit), animal husbandry, industry and women and child care) have been sanctioned and are in the process of being filled up. The existing post of E.O. (IRDP) would be abolished as and when the four E.O.S. are posted in a block/taluka. A post of E.O. (statistics) has been sanctioned in talukas with more than two blocks.

Most of the taluka level decisions regarding IRDP are made in Taluka level Coordination Committee (TLCC) which meets regularly once a month. For example such meeting at Chamsama takes place on the third saturday of every month. The TDO is the convener of this meeting which is attended by bankers, E.O.'s and V.L.Ws. In addition an APO from the DRDA also attends the meetings.

Conclusion:

The IRDP, the NREP, the RLEG, the MNP, the special programme for small and marginal farmers and the schemes under the DPS are among the major rural development programmes which

involve some element of decision-making at the level of block/taluka and district. The planning of these programmes at the district and taluka levels continues to be compartmentalised even after the establishment of the District Planning Boards. There is no unified planning machinery. Far from creating an unified system, the experiment in decentralised planning has resulted in the creation of one more agency of planning for rural development. The District Planning Officer does not prepare plans for all activities in the district but only for those to be included under the discretionary and incentive outlay. There is no consolidated list of schemes under all programmes at one place either at the taluka or at the district level. This list is not prepared even for the district level. This list is not prepared even for programmes coming under the jurisdiction of one agency such as the DRDA. This organisation brings out separate plans for the IRDP and the NREP. At the taluka level, the Deputy Executive Engineer is responsible for preparing schemes for the NREP, RLEG, MMP and DPS. But his office too does not have an organisation to prepare an integrated plan for all these programmes. There is not even a consolidated list of various schemes with respect to a village or clusters & villages.

Appropriate steps may, therefore, be taken to overcome this deficiency. First, a consolidated list of schemes to be taken under different programmes should be prepared with respect to a village, cluster of villages, block/taluka and district. Second an unified planning team at the technical level consisting of experts from several disciplines may be constituted at the taluka level. This is not difficult to bring about because multi-disciplinary expertise is already available at the taluka level. There are engineers, agriculture experts, credit experts, statistician etc. An economist planner may be appointed on a full time basis to coordinate the entire planning work or the TDO may be asked to do this in which case an additional TDO may be appointed for routine administrative work. The task is easier at the district level because of the better availability of experts and because of the recently established District Planning office on the one hand and the DRDA on the other. An effort has to be made to forge close links between these organisations if it is not possible to merge them into one. Thirdly, the unified planning team should be asked to prepare integrated plans at both the taluka and district levels. This is, no doubt, a very difficult exercise. And it will take several years before the staff are fully trained to do this. But a beginning should be made. Details of these suggestions are elaborated further in a subsequent chapter.

Annexure 9.1

Staffing Pattern of the DRDA

Director/Project Director	- 1
Assistant Project Officer (Adm.)	- 1
" (Accounts)	- 1
" (M.H.)	- 1
" (Credit)	- 1
" (Stt.)	- 1
" (Agriculture)	- 1
" (R.I)	- 1
Dy. Executive Engineer for NREP	- 1
Stenographer Grade II	- 1
Investigator	- 2
Accountant	- 1
Wall Cartoon	- 2
Research Assistant	- 1
Senior Clerk/SAC	- 2
Clerks	- 8
Clerk/cum-Typist	
English	- 1
Gujarati	- 2
Peons	- 6
Driver	- One for each vehicles.
Dy. Accountant for NREP work	- 1
Senior Clerk for Antodaya work	- 1

Annexure 9.2

Staffing Pattern at Block Level

Taluka Development Officer**	- 1
Extension Officer (IRD)	- 1
" " (A.H.)	- 1
" " (R.I.)	- 1
" " (Women and children)	- 1
Senior Clerk	- 1
Gram Sevak	-10
Antodaya Nirishak *	- 1
Asstt. Engineer/supervisor**	- 1
Junior Accountant **	- 1

* Except Adivasi/Tribal Blocks

** For each Taluka

Annexure 9.3

7th Plan Proposal:

A working group of the State Government has made the following recommendations for strengthening organisation at the DRDA level.

1. Creation of new posts - 4 APO one each for forests, project Linkage, DPAP and fisheries (wherever necessary). One research assistant, one statistical assistant and one deputy accountant.
2. Upgrading of the status of the Director, DRDA to G.S pay scale of Rs.1400-1800.
3. Incentive for attracting suitable personnel - special pay of Rs.300 to the Director, DRDA (as against Rs.200 at present) and 20% deputation allowance to the APOs.
4. Raising the ceiling of administrative expenditure from the existing 7.5 per cent to 10 per cent.

The following suggestions have been made for strengthening organisation at the block level.

1. Creation of new posts - E.O. (Agriculture), Accountant, and additional T.D.O. (lower than T.D.O. but higher than E.O.).
2. Conversion of the post of E.O. (IRD) to E.O. (Credit).
3. Abolition of the post of Antodaya Nirikshak.
4. Creation of the posts of 5 Gram Sevikas per block to assist the E.O. for women and children.
5. Special pay of Rs.150 P.M. to T.D.O. and a deputation allowance of 20% limited to Rs.100 P.M. to the Extension

Annexure 9.4

List of Committee Meetings to be attended
by the Director, District Rural Development
Agency, Mohsana.

Sr. No.	Name of Committee Meeting	Convener of the Meeting	Frequency of Meeting
1.	Executive Committee	D.R.D.A.	Monthly
2.	Governing Body	D.R.D.A.	Quarterly
3.	Trysom Committee	D.R.D.A.	Quarterly
4.	District Co-ordinators Meeting	D.R.D.A.	Monthly
5.	D.D.P. Meeting	D.R.D.A.	Quarterly
6.	N.R.E.P. Meeting	D.R.D.A.	Quarterly
7.	Family Oriented Programme Review Committee	D.R.D.A.	Monthly
8.	Extension Officer's Meeting	D.R.D.A.	Monthly
9.	Meeting of Asstt. Project Officers	D.R.D.A.	Weekly
10.	T.L.C.C. (of Two or Three Talukas)	T.D.O.	Monthly
11.	Gram Sewak Meeting (of Two or Three Talukas)	T.D.O.	Weekly
12.	20 - Point Programme	Collector	Quarterly
13.	D.L.C.C.	Lead Bank (Dena Bank)	Quarterly
14.	Standing Committee of D.L.C.C.	Lead Bank (Dena Bank)	Monthly
15.	D.C.C.	Lead Bank (Dena Bank)	Yearly
16.	Special Component Plan Review Committee	Collector	Quarterly
17.	Meeting of Director and Chairman of D.R.D.A.	Commissioner and Secretary Rural Develop- ment.	Monthly
18.	Coordination Committee of District Panchayat	D.D.O.	Monthly
19.	Coordination Committee of District Panchayat for Component Plan	D.D.O.	Monthly
20.	Committee of District Planning	D.D.O.	Quarterly
21.	R.L.E.G.P.	D.R.D.A.	Port Nighly
22.	Other Special Meetings (Average Two per Month)	-	-

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Chapter 10

Profile of the Selected District - Rohtas

Rohtas is a district located in the western part of Bihar State. It is bounded by Bhojpur district in the north, Palamau in the south, Aurangabad in the east and Varanasi, Gazipur and Mirzapur districts of U.P. in the West. The temperature varies from 53. F to 107 F. The average rainfall is 94 Cm.

This district is divisible into three natural regions:-

- (i) Plain and fertile areas lying north of G.T. Road,
- (ii) Plain and rocky land lying south of G.T. Road upto Kaimur Hills, and
- (iii) Kaimur Plateau on the extreme south.

Famines are the common feature in the latter two regions. The soil is alluvial and fertile in nature. Sone, Karmnasa, Jurgawati, Kao and Kudra are the five rivers in the district which rise from the southern hills and form tributaries of the Ganges. The Sone canal provides irrigation to major portion of the district. The Karamchat Dam project is yet to see its dawn.

The population of this district as per 1981 Census was 23.64 lakh comprising of 12.39 lakh males and 11.25 lakh females. The growth of population during 1971-81 was 21.61 per cent and the density of population was 328. The rural population in the district is 92 per cent. The working population constitutes 28.03 per cent, of the total population. The percentage of literacy is 30.69. The percentage of rural literacy is only 28.53 as against urban literacy of 50.78 per cent.

The area of the district is 7.11 lakh hectares out of which 4.08 lakh hectares i.e. 57.4 per cent is under cultivation, 3.6 per cent under current fallows and 24 per cent is under irrigation. The major source of irrigation is canal which provides 66.69 per cent of the total irrigation. As against canal, State tubewells provide 3.91 per cent, private tubewells provide 14.83 per cent and other sources 14.24 per cent.

The main crops grown in this district are paddy, wheat, pulses and oilseeds. The acreage under paddy is 45.40 per cent of gross cropped area and that under wheat is 33.44 per cent.

The number of tractors in the district are about 2,000., the electric pump sets 12,983 and Diesel pump sets 6,589.

1977 cattle census reveals the total number of cattle in the district 9.98 lakh including 1.27 lakh buffaloes, 1.46 lakh cows, 2.32 lakh heifers (both cows and buffaloes), 1.61 lakh goat, 0.54 lakh sheep and 2.54 lakh buffaloes and bulls.

There is low level of industrialisation in the district. The district has only two major industrial complex. One is Rohtas Industries at Dalminager which manufactures paper, cement, vanaspati, asbestos and steel castings and the other is Banjari Cement Factory. In addition to this, there is also a vanaspati industry at Durgawati.

There are wide potentialities for the growth of small and cottage industries in the district such as agro based industries, forest based, mineral based, chemical industries, engineering and allied industries. Lack of entrepreneurship,

lack of marketing facilities, irregular power and other problems are mainly responsible for poor industrial growth in the region. Above all, there is no concrete plan for proper industrial development of this district based on local needs and resources. The D.I.C. in the district, is at present engaged only in registration of S.S.I. units and scrutinising of forms. Thus, it has failed to prepare a plan to boost up industrial growth in this area based on blockwise survey of available resources and infrastructure. No techno-economic survey has been done as yet. This year a Consultancy (SKA Consultancy, Patna) has been approached for thorough survey of this district. This district has Industrial Estate at Dehri which has 82 sheds. I.T.I. at Dehri imparts training in different crafts. The district has good deposits of lime stone, pyrites etc. which provide wide scope for establishing cement and fertiliser plants in this region.

The infrastructure in the district is not much adequate.

There are five regulated markets and four Bazar Samities in the district. Marketing yards and other amenities for farmers are available. Paddy, rice and wheat are the main arrivals in the market. 18 blocks out of 22 blocks have their own marketing societies. Chand, Chainpur, Bhagwanpur and Durgawati blocks do not have any marketing

society. BISCOMAUN has 21 fertiliser stores in the district except in Bhagwanpur block.

Out of 3,015 villages 1,884 villages are electrified.

The total rail track in the district is only 134 Kms. The major rail line is Grand Chord Rail Line which passes through the middle of the district. Another narrow Gauge line is between Dehri and Rohtas. The age old Rail link of Arrah - Sasaram has been withdrawn which has left the area untouched by rail link.

The only important national highway passes through the district parallel to the railway track. Other important highways are Arrah - Mohania national highway, Sasaram - Arrah, Dehri-Rohtas, and Dehri Bikramganj state highways. The deficiency in communication in the district is well pronounced from the fact that only 27 per cent of the inhabited villages are linked with all weather roads. Most of the villages in rice producing belts are yet to be linked with roads. Even Kacha Road on canals are in most precarious conditions.

There are 112 branches of different banks in the district. This figure includes 57 branches of nationalised banks (including 25 branches of the Lead Bank i.e. Punjab National Bank, and 17 branches of the State Bank of India). 42 branches of the Bhojpur Rohtas Gramin Bank, 8 branches of the District Central Cooperative Bank and 5 branches of the

Land Development Bank. The block-wise distribution is given below:

Blockwise Number of Branches of Banks in
Rohtas District (January 1983)

Block	No. of Bank Branches	Block	No. of Bank Branches
Chenari	3	Dawath	3
Sasaram	13	Dinara	7
Sheosapar	3	Kargahar	7
Rohtas	4	Nokha	5
Naulata	2	Kundra	4
Dehri	11	Bhabuha	8
Nasiriganj	5	Mohania	7
Korakat	6	Durgawati	4
Bikramganj	7	Rangarh	3
		Bhagwanpur	3
		Chainpur	3
		Chand	3
		Adhwara	1
		Total	112



Chapter - 11

Decentralisation of Planning

Introduction:

Planning in Bihar continues to be centralised. Matters related to planning, e.g. determination of outlays, fixation of targets, formulation and appraisal of projects, are decided at the state level. As a result, the administrative units below the state level do not have much opportunity to be involved in the planning process. Their chief responsibility is to execute the plans formulated at the State level. Even the area development programmes like the Drought-Prone Area Programme, Command Area Development Programme, and the Tribal Sub-Plan continue to be formulated by and large by the respective departments at the State level.

The desirability of introducing planning at the district and block level for rural development programme was realised by most of the administrators and public leaders at those levels whom we interviewed. The authorities at the State Planning Board were also in favour of decentralisation and it is largely because of their efforts that some progress has taken place. However, there are some reservations among some senior bureaucrats in different departments at the state headquarter. These reservations were also reported to have been expressed in a meeting of the departmental heads in early part of 1984 to discuss decentralised planning. Reservations are expressed

on grounds that the introduction of decentralised planning would create difficulty in monitoring the progress of different programmes and that funds set apart for one purpose may be diverted to another by lower level units. It is also pointed out that the State administration is accountable to the Legislature for all developmental works. In order to carry out this responsibility the State level administrator should have complete powers over developmental works in the State. Decentralisation is not compatible with this. These apprehensions, however, are not justified. Appropriate monitoring cells and systems can be established within the framework of decentralised planning. Necessary safeguards against diversion may be laid down. Accountability of the State administration to the State legislature can be maintained even in a decentralised framework.

Slow Progress:

Because of the divergence of opinion at the State level on the nature and scope of decentralised planning, the progress in the introduction of district level planning has been very slow despite the efforts made in the last few years to decentralise the planning process. In 1978-79, the State government decided to set up a District Planning Cell in each district and to start with, such cells for the seven districts of the Chotanagpur and the Santhal Parganas region were sanctioned in 1978-79. Subsequently such a cell for all the remaining districts was also sanctioned and set up. Pending

the appointment of District Planning Officers, the District Statistical Officers were asked to look after the district planning works as well. The District Planning Officers have since been appointed for 16 districts. Step for the appointment of the District Planning Officers for the remaining districts has also been undertaken. Suitable guidelines for preparation of the District Plan have been issued and necessary training of the D.P.O., already appointed, has also been organised in order that the work of formulation of district plans may proceed on proper and scientific lines.

As a result of a proposal made during 1981-82 by the State government for setting up district planning cell in each district for formulation of district plan, a District Planning and development Council under the chairmanship of the Divisional Commissioner was set-up in each district in September, 1981. Decentralisation issue was further emphasised during the budget speech 1982-83, and it was proposed to set-up two bodies at district level. One termed as District Planning and Monitoring Committee under the Chairmanship of a Minister of State government. Second, termed as, District Planning and implementation Committee, under the Chairmanship of a Divisional Commissioner. Subsequently it was decided to reconstitute the already existing District Planning and Development Council with a Minister of the State government as its chairman. Accordingly the State government passed a Resolution (No.682) on 15th March, 1983 to this effect.

Division of State Plan:

For meaningful district planning and for avoiding overlapping in planning at state and district level, sectoral schemes under different departments will be "divided into divisible and non-divisible schemes or what may be termed as State Sector Schemes and District Sector Schemes. While the former will include all such schemes whose benefits generally remain confined to a particular district, the latter will include schemes which are/will be formulated for the benefit of more than one district, or to say for the development of the State as a whole." However, certain schemes whose benefit may be confined to a district may have to be excluded from the district sector if the cost of the scheme is prohibitive from the district stand point. It has been suggested by the Planning Department that the responsibility of formulation of district sector i.e. divisible plan schemes will gradually be upon the district planning organisation which would be set up in due course. "However, this would not mean that the responsibility of the Heads of Departments will altogether come to an end in respect of the divisible schemes. They will have to render all necessary assistance to the district planning bodies in the formulation, implementation and monitoring of such plans."

It was during 1982-83 that the state departments were first time instructed to 'identify district and state sector schemes and communicate to the various districts the financial

and physical targets in respect of each of the divisible scheme. This exercise enabled the DPDC to know the schemes under implementation in their area, the quantum of funds earmarked for them, and the physical target laid down for them".

Basis of Distribution of Outlay:

For district planning to be realistic, it is necessary that physical resources are in sight. Apart from the resources mobilised by the D.F.D.C., Government funds should be made available. Accordingly it has been proposed to allocate 30 per cent of the state plan outlay to the district on the basis of the given below.

	<u>Basis</u>	<u>Weightage</u>
(1)	Total population of the district	40%
(2)	Population of SC/ST	10%
(3)	Population of MF/AL other than SC/ST	10%
(4)	Backwardness in literacy	5%
(5)	" in irrigation facility	10%
(6)	" industrial development	5%
(7)	" in the sphere of roads and drinking water	10%
(8)	" in rural electrification	5%
(9)	" in respect of the targets of other selected minimum needs.	5%

The Resolution further maintains "The divisible outlay apportioned between the districts which would be further divided into two components; 80 per cent would be set apart for the normal district level schemes which would be implemented by the different development departments, the balance of 20 per cent would be placed at the disposal of the D.P.D.C. for being spent in any manner they like subject to the guidelines issued by the state planning board and the state planning department".

This 20 per cent outlay would be further divided into two groups.

(1) "The discretionary outlay where-in the DPDC can finance projects on 100 per cent basis not exceeding Rs.5 lakh for any one project.

(b) The incentive outlay which would be released when DPDC raises a matching contribution of 25 per cent which may be in cash, land, building materials or voluntary labour.

Experience during 1983-85:

It has been proposed to introduce the above arrangement regarding allocation of funds to the districts in a phased manner from the beginning of the Seventh Five Year Plan. 1983-84 and 1984-85 were proposed to be "treated as transitional period in which DPDC and DPIC would get themselves trained and equipped to assume the responsibilities from the beginning of the 7th plan period." In 1983-84, out of plan outlay

of Rs.681 crore, Rs.469.98 crore or 69 per cent was allocated for district sector schemes. During 1984-85 an outlay of Rs.559.39 crore had been proposed for district sector schemes out of plan outlay of Rs.775.25 crore which works out about 72 per cent.

The broad sector-wise details of the proposed outlay for District Plan during 1984-85 are as below:

(Rs. in lakh)			
S.N. Sector	State Plan	District Plan	%
1. Agriculture and allied activities	11,017.00	10,017.90	90.9
2. Co-operation	620.00	409.00	65.9
3. Water and Power Development	44,820.00	29,072.83	64.8
4. Industries and minerals	2,442.00	1,585.78	64.9
5. Transport and communication	6,968.00	5,239.75	75.2
6. Social and Community Service	11,225.00	9,231.40	82.2
7. Miscellaneous	433.00	382.70	88.4
Total	77,525.00	55,939.36	72

Conclusion:

However very little progress has been made so far. A meeting of the Rohtas District Planning and Development Council was held more than a year ago on September 10, 1983. A meeting of the Executive Committee of this body was held on January 12, 1984. No meeting had taken place since then (till the date of visit in October 1984). Nor had any step been taken to establish an effective planning office. The Planning Officer is stationed at Arrah, headquarter of adjoining Bhojpur district and comes very infrequently to Rohtas. The district planning office is manned by a few clerks and assistants and performs no planning work. No amount for district level planning was set apart in the State's budget for 1984-85. However, the practice of preparing and publishing a district-wise list of schemes proposed to be taken up by the government by the Planning Department has started from 1983-84 and further progress is expected in future.

There is thus no overall planning of rural development programmes either at the district or at the block level. Consequently there is no five year or annual plan for the overall activities at district or block level. Developmental administration at these levels are concerned mainly with implementing schemes planned at the State and national levels. Planning at the micro level, if it can be called planning at all,

continues to be a process of putting together various standard schemes initiated at the national and State level. Meanwhile the Ministry of Rural Development introduced three major programmes e.g. IRDP, NREP and RLEGI. These entail taking several decisions at the local level. Consequently some limited planning exercise is now done at local levels with respect to these programmes. The details of the planning process related to these are described in the next two chapters.

Chapter 12

Planning Process for the IRDP

According to the IRDP guidelines a five year and annual action plan are to be prepared by following a certain procedure. No five year plan has been prepared for the district or for any of its block for the IRDP. However annual action plans are prepared and our discussion relates primarily to them. By and large the steps indicated in the guidelines are followed: there is no point in repeating every step, summarised in the Appendix. Some important steps are indicated below.

Clusters Approach:

A cluster approach for identification of beneficiaries is followed. Central villages in the clusters are selected on the basis of existing infrastructural facilities, availability of bank branches, and approach of villages. In general four to five villages constitute a cluster. Villages attached to the central village go on changing from year to year. For example, a list of villages to be included in the seven clusters of Sasaram block in 1982-83, 1983-84 and 1984-85 was prepared in a meeting held on 22nd June 1982. This has been followed. But in another block (Kudra) clusters were changed in 1984-85. In general, the number of clusters in a block go on changing from block to block as per coverage. By now most of the villages and almost all Panchayats in a block have been covered under the IRDP. One may infer from this that no specific criteria were used in selecting clusters.

Selection of the central village was, however, governed by the availability in those villages of infrastructural facilities such as roads and marketing facilities.

Banks associate themselves along with the BDO and DRDA in selection of clusters. They play an important role in this process. Often, the villages are decided in the light of their accessibility to banking facilities. There is an allocation of particular village to particular bank so as to avoid duplication. This is decided in consultation with the banks themselves. There are 5 to 8 clusters in a block and a total of 146 in the district as a whole. Sometimes beneficiaries were selected outside the clusters also as was found in the blocks of Bhagwanpur and Sasaram where an in-depth enquiry was made. But their percentage was small because in due course most of the villages have been covered under the IRDP.

Identification and Selection of Beneficiaries:

Detailed inquiries in a number of blocks showed that the selection of beneficiaries is done primarily by the Panchayat Sewak (or V.L.W. in some cases) in consultation with the head of village Panchayat and a few village leaders. A list of such beneficiaries based on informal consultations is drawn by the Panchayat Sewak and then necessary details of persons in the list as per proforma are obtained. The Karmachari of the Revenue department is also associated in

this process specially as he has to give details about land holding etc. The selection is obviously influenced by the personal biases or preferences of the functionaries mentioned above. The survey is conducted every year and selections also made annually. The survey is not satisfactory and this was admitted by some BDOs themselves. One BDO suggested survey by an independent agency. The list is supposed to be approved in the village council i.e. open assembly of the villagers. But in practice very few such meetings were reported to be held. The office of the DRDA does not get any prior information about such meetings. In most cases the list was approved by the head and/or members of the Panchayat. The BDO also plays some role but enquiries in a number of blocks indicated that he has delegated this work mostly to the Panchayat Sewak/V.L.W. However, the final list is in actual practice approved by the BDO and sent by him to the DRDA. In the absence of a comprehensive survey and ranking of families below the poverty line, there is no mechanism to ensure that the selected beneficiaries would be poorest of the poor in the village.

The involvement of bankers in the identification of beneficiaries is minimal. They are informed by the block authorities to participate in the identification work but no attempt is made to ascertain dates and times convenient to them. Besides, the paucity of time and staff at the bankers level is another reason for their non-association in this work.

A common problem that arises in the process of identification of beneficiaries is on account of neglect of per capita income as a criterion for this purpose. Families with large size but with higher than 3500 rupees income may still be below poverty line. Similarly large size families even with 5 or more acres of land may be below poverty line. In the case of land one difficulty is that land is sometimes owned in more than one block whereas verification process is done on a block-wise basis. Hence it is possible for an ineligible family to be included as a beneficiary in the block in which he is residing and has no or little land but has more than prescribed land in some other block. Such cases, of course, happen with the connivance of the Panchayat Sewak or Gram Pramukh.

Monitoring and Evaluation:

Vikas Patrikas in quadruplicate are prepared for each beneficiary, one copy of which is given to the beneficiary, second copy to the banker, 3rd copy to the block office and 4th copy is sent to the DRDA. Inspection of Vikas Patrikas indicated that this document is serving no purpose. The document is filled in at the time of giving loan to the beneficiary and then kept as a record and forgotten completely. In two banks which I visited, the banker had to spend quite some time to locate the bunch of Vikas Patrikas that were kept somewhere. The beneficiaries had misplaced them. In the block office as well as DRDA's office they had just

kept them in bundles. Neither the banks nor the DRDA or block offices have got enough staff to keep the Vikas Patrikas upto date. For updating the Vikas Patrikas close monitoring and feed back from the banks are required which are not forthcoming at all. Hence this document should either be dispensed with or very much simplified and kept upto date.

From time to time the progress of the programme is reviewed at different levels, specially in DCC of banks and D.C.C. of administration. But the arrangements are not satisfactory. In particular, there is no provision for impact evaluation of the IRDP programme at the district or block level. The concerned supervisor, BAO, B.D.O. and A.F.O. (Monitoring) in the DRDA are responsible for collecting data for assessing the impact. A proforma for the same has been prescribed (copy enclosed - Annexure 12.1). DRDA & blocks are supposed to undertake an exercise verifying 5% of beneficiaries income and asset position. But in actual practice this is done in a casual manner or not done at all. The reason given is the lack of staff. For reporting progress under different heads in the proforma, some information is supplied at the block and on that basis compiled at the district level by AFO (Monitoring) of DRDA. But basic information for filling in the proforma was not available at the block level. One may, therefore, infer that block level information is supplied on the basis of guess. The AFO (Monitoring) is busy mostly in

providing and revising data related to progress report etc. He has hardly any time for monitoring and evaluation. It is, therefore, suggested that the DRDA and the State level authority should be empowered to commission some evaluation studies by independent agencies to know the impact of the programme and to take remedial action in case some deficiencies are pointed out.

Training:

There was no built in mechanism for training of the staff engaged in this work. However of late, the Bihar Institute of Rural Development, Ranchi has undertaken the responsibility of imparting training to the various types of functional staff engaged in IREL for making the programme more pragmatic and purposeful and for better service to the people and proper utilisation of the resources. B.I.R.D. is also organising such types of training at the district level in consultation with the district and State Government authorities from time to time. Recently such a training camp was organised in this district for three days which proved to be quite useful.

Selection of Schemes:

The Annual Action Plan is prepared with the objective of generating income for each beneficiary family so as to lift him above the poverty line. In actual practice, this plan is based on preferences expressed by the beneficiaries

which are generally not based on economic, commercial, or administrative viability. Sterio-typed schemes are often taken up without looking into the aspects related to viability of the area and the beneficiary. The extent to which the first or second preferences of the beneficiaries accepted depends upon the choice of the beneficiaries and the attitudes of banks. Sometimes some beneficiaries insist on getting a scheme of their first choice failing which they express their reluctance to take up any other scheme.

The need to achieve physical target of assisting the required number of beneficiaries in a year is an important consideration determining planning and implementation of the IRDI. The DRDA and blocks in their anxiety to achieve the target generally recommend whatever schemes are preferred by the beneficiaries. In the process of meeting the targets, some schemes even tend to be imposed from the above. Many beneficiaries do not mind this imposition since they seem to treat the entire assistance including the loan component as a gift. The negligible repayment reflects this. The over-riding consideration to fulfil the target has resulted in loss of quality. Even those beneficiaries who are not interested in or are not in a position to undertake self-employment ventures are somehow or the other persuaded to take bank loans so that the target is attained. Consequently, it was found that several of the schemes taken up were not viable. For example, machine for cutting fodder for animals

makes insignificant contribution to beneficiaries' income. In many cases, even milch animals schemes have not been found viable in this district. In order to ensure viability, milk yield of six litres per day is required. But very few of the cows and buffaloes give this yield. The NABARD has given a list of viable schemes for the State as a whole and these are followed by the DRDA and the banks. But the assumptions made by the NABARD in calculating benefits are not always realistic. The possibility of deriving benefits from several of the schemes depends upon taking up several back up services which are not provided. As a result, the schemes tend to become non-viable. The DRDA and the block agencies do not have adequate staff to prepare viable schemes suited to the requirements of each beneficiary taking into account his needs and resources. Banks are also handicapped in this respect.

Schemes with Low Investment:

It may also be pointed out in this connection that most of the schemes have low investment value. Such schemes, even if successful, will not help in raising the income of the very poor beneficiary above the poverty line. This is true not only for this district but for the Bihar State as a whole. The figures compiled by the Government of Bihar show that disbursed per capita subsidy has been Rs.995/- in 1981-82, Rs.894 in 1982-83 and Rs.815 in 1983-84. Taking

along with the proportionate loan component the per family assistance flow has not exceeded an average of Rs.2700 and this can hardly be accepted to help the IRDP beneficiary families to cross the poverty line. Scheduled Castes/Scheduled Tribes beneficiary families are even worse as compared to the general average. As a result, while physical targets of family assisted has been reached or even exceeded in some districts, financial targets have lagged behind. Hence, the State Government had decided that during the year 1984-85 the quantum of subsidy should be raised to about Rs.1200 per capita corresponding to a project cost of Rs.3,500/- to Rs.4000/- for all new cases of assistance. In addition, family which were assisted earlier with a low subsidy may be assisted again. As a result the Annual Action Plan for 1984-85 is to be prepared in two parts - one for new cases and one for cases of visiting families assisted in previous years. According to the new guideline of the state government, no credit will be given for new families assisted with subsidy of less than Rs.1,000/-.

Multiple Assets Schemes:

The scheme sanctioned so far are for only one member of the family. However, from 1984-85 multiple schemes for all members of the family were proposed to be taken up. For this, joint bond by all members of the family might be provided. Such multiple asset assistance will apply to

fresh family identified as also to families assisted inadequately in the past with a single asset. A package of upto 3 schemes can be given to a family subject to the combined subsidy not exceeding Rs.3,000/-. State Government already issued a guideline to the DRDA to go ahead in the matter. The NABARD in its letter dated 21 May, 1984 had also recommended this scheme. But no progress had been made till October 1984 (the last date of field visit) and not a single case of multiple asset loan sanctioned because the banks were awaiting circulars from their head offices. This utter lack of coordination between the NABARD and head offices of banks is deplorable. This results in confusion and unnecessary wastage of time.

Feed back on the milch cattle programmes revealed that many families already assisted in the period 1980-84 had received only one milch cattle whereas two animals form a single unit and loan is to be sanctioned for both animal together with second animal to be supplied before the first runs dry. Instructions issued by the State Government in 1983-84 to selectively revisit such families and ensure availability of second milch animal were not particularly successful. Therefore, the State Government in a circular dated 24 May, 1984 again requested the DRDA to undertake a systematic drive during the current year (1984-85) to ensure that (a) in respect of all "eligible" families entitled to a second

milch animal, a second milch animal is given on a priority basis during July-September '84 (b) over-riding priority among such families be given to SC/ST families, (c) a simultaneous drive be undertaken in cases where milch animal had died in the hands of the beneficiary and insurance claims have been got settled by the banks (d) every benefitted family which has received only one milch cattle but had repaid atleast 50% of the instalment fallen due as on 31-12-83, would be treated as an eligible family entitled to a second milch animal in accordance with the programme mentioned above. However, no progress had been made in this till October 1984, presumably because very few beneficiaries have made any repayment. The Managing Director DRDA pointed out that no loan had been given even to those who had made repayment.

Unit Costs:

The unit cost for various standard schemes are prescribed by the NABARD in consultation with State department of Rural Development. This is valid for the whole State. Some of the banks also have prescribed unit cost for the whole state. Sometimes, the prescribed unit costs vary from bank to bank. For example, the Bhojpur - Rohtas Gramin Bank advances the maximum of Rs.2,500/- including cost of insurance for the purchase of milch cattle (buffaloes) as against the approved NABARD cost of Rs.3,000/- whereas other commercial banks advance Rs.3,000/- or even more for the same

type of asset (Reference period, October 1984). Local variations in unit cost are, therefore, not taken into account. In non-standard cases, (and these are very few) however, the DRDA, based on tenders invited for specific works, suggests unit cost.

Structure of Schemes;

The plan of work include diversification of agriculture through animal husbandry, fishery, horticulture, diarying etc. Of these, the milch animal schemes have been the most popular.

Another area is concerned with the development of processing and manufacturing activities based on local resources. The programme aims at identifying these activities and exploit them fully for the upgradation of living condition of the rural poor. Rohtas district, though primarily agricultural, has a vast potential for industrial development specially small and cottage industries and agro-based industries. Southern part of the Kaimur plateau is full of forests. Hence, there is good scope for industries based on forestry. However, no techno-economic survey for the district has been conducted so far to explore the industrial potential in detail. This year an agency SKAP consultancy, Patna has been approached for such a survey. No enterpreneurship development programme has been taken up so far. DIC is concerned with IRDP only in matters related to training

programmes in some trades such as tractor repairs, motor repairs and electricals. On account of lack of proper incentives several of the traditional industries of the district like blanket making, duree-making, toy-making, stone-crushing etc. have been reported to be decaying.

A Milk Cooling Plant was started at Dehri under Dairy Development Programme and 50 Milk Cooperative Societies were also set up but it could not start due to lack of chilling plant. Now a Milk Chilling Plant of 4000 Lts. capacity has since been set up at Dehri which was likely to go on the steam by the middle of November, 1984. All the Milk Producers Co-operative Societies of the area have been re-activated for supplying milk to the Chilling Plant.

The third area is the tertiary sector which has sufficient potential for employment opportunities. The development of this sector will promote flow of services to the above two sectors. The plan of work of this sector includes retail trade, small business services i.e. repairing etc., local transport i.e. bullock carts, tom-tom, cycle rickshaw etc.

Loan for milch animal has been the most sought after scheme. This has led to some malpractices which are reported to be persisting even after local purchases were banned. Everybody whom we interviewed mentioned that price of the milch animals in cattle fairs go up for IRDP beneficiaries and the

additional amount is used by the seller for greasing the palms of authorities. It was alleged that the entire subsidy amount is eaten away in this way and, therefore, the beneficiary gets an asset equivalent to the value of the loan component only. Of course, such malpractices were reported in other schemes also. How can IRDP be free from corruption in a society which is itself corrupt? However, the laxity in repayment of loan (and repayment rate is very low) promotes this. The beneficiaries treat the entire IRDP assistance (both subsidy and loan) as a gift to them. We are told that in many cases, there is no intention to repay from the very beginning. Hence these beneficiaries do not mind even if they receive an asset of less value than that shown on papers.

In order to diversify schemes, the government of Bihar has put restrictions on the number of milch animal loans that can given in a block. It indicated the following allocations for the year 1984-85.

I. Milch Cattle (not more than 100 new cases per block)	... 15%
II. Other animal husbandry scheme	... 10%
III. Rural Industries	... 25%
IV. Minor Irrigation	... 15%
V. Service activities	... 25%
VI. Group activities innovative schemes/ special schemes oriented towards SC/ST welfare.	... 20%

In order to facilitate local administration and banks to diversify schemes, a number of diversified project profiles covering all rural sectors of production have been formulated by the State Government in consultation with NABARD and Banks. Each district has been requested to evolve an appropriate combination of 2 or 3 assets to be financed for the same family e.g. for surplus land allottees as a group; required number of pair of bullocks, seed drills and equipment and boring/pumpset on a community basis. Such combinations should be discovered after suitable discussion at the DCC and DRDA. Barring Milch cattle (two animals) and minor irrigation projects (specially pump sets) there are indeed very few other schemes whose unit costs are large that one asset alone can be enough to constitute a substantial flow of subsidy to the family. Therefore, a deliberate effort has been desired to be made to devise packages of multiple assets.

However, the feasibility of other schemes remains doubtful. Many of the project profiles (including those prepared by the NABARD) seem to overestimate benefits and underestimate costs. Benefits should be based on what is likely to accrue in conditions in which beneficiaries live and work. For example, it was reported by everybody interviewed that the milk yield declines substantially when a milch cattle comes from fair to the house of the beneficiary. It is this reduced yield which should be used for calculating

benefits. Several incidental costs like those incurred by the beneficiary in making trips to local offices and banks and fairs are not included even if we ignore the amount involved in illegal gratifications.

Back-up Services:

Government is not able to provide back up services and build up required infrastructure in the district for the success of the IRDP schemes. Veterinary services are yet to be provided in remote rural areas even though most of the beneficiaries have been provided bullocks, buffaloes, cows etc. Similarly there are problems regarding availability of fodder. Marketing of milk product is poor specially in remote areas. There is a proposal to start one chilling plant in the district but supporting arrangements for bringing milk from remote areas to the chilling plant are yet to be worked out. D.R.D.A. should create service centres for repair of tractors and motor pumps. Fodders at concessional rates should be supplied at the Block level. Marketing facilities for milch animals be provided at the block level. All types of facilities be provided in clusters in the district.

During the current year (1984-85) some progress had been made to provide back up services and the required infrastructure for the success of IRDP schemes. Selected candidates under the TRYSEM have been sent for receiving training in animal husbandry and veterinary works in the Ranchi Veterinary College and Stockman Training Centre at Dumraon. This is

a three months training course, on completion of which the trained persons are expected to provide the much needed veterinary services in remote rural areas where large number of beneficiaries have been provided with buffaloes, cows etc. under the IRDP. Fodder seeds are also being supplied to the IRDP beneficiaries specially those belonging to the Scheduled Caste/Schedules Tribe Communities, free of cost for cultivation of fodders for feeding their animals and thereby increasing their milk yields. Similarly selected persons under the TRYSEM have also been sent for receiving training for tractor, pumpset, and cycle repairing work in training centres for providing repair facilities in the remote areas where there is congregation of pump sets, cycle, rickshaws and tractors etc. How effective these measures have been would be known only after some time when the trainees return and start working in the villages.

Uneven Preparation of Schemes:

There has been a bunching of application for IRDP loans in the last quarter of the financial year and consequent hurrying through at the inavitable loss of quality. An attempt was, therefore, made to evolve a calendar of task of operations in a meeting held under the chairmanship of the Divisional Commissioner on 13th April, 1983, and circulated to blocks, DRDAs, banks etc. for implementation vide circular no 1170 dated 28th April, 1983 issued by DDC, Rohtas. This

suggested completion of household survey by April and May identification of beneficiaries and appraisal of their projects by June and July, and submission of loan applications to banks at the rate of 20 applications for each participating branch per month from July to December. Calendar of tasks were also laid for credit camps, asset verification, preparation of Vikas Patrika, training, finalisation of annual action plan, etc. But it has not been possible to adhere to this circular. The list of beneficiaries during 1983-84 was circulated by the DRDA in January 1984 whereas it should have been done by the end of June 1983 as per the above circular. It was indicated in the meeting of the District Level Review Committee held on 6th March, 1984 that such a late circulation of list did not serve the desired purpose. The problem of bunching therefore persists. Even in 1984-85 the calendar of operations could not be followed. The annual action plan for 1984-85 was not ready till the time of the field visit in October 1984. The Government direction on this itself came in July. Survey work in the blocks was over in July & August. This delay upsets planning schedules prescribed by the State headquarter. A part of the reason for bunching and failure to follow the calendar of operations lies in the shortage of staff at all levels. But a part is due to the fixation of targets on an yearly basis and the long established tradition in the government to wake upon only when the financial year starts coming to a close. There is, therefore,

need to have quarterly targets for the IRDP at the operational level of block so as to ensure a more even flow of applications. This has now been specified by the Government of Bihar vide letter No.5352 dated 19th July, 1984.

Annexure 12.1

Proforma for Monitoring income levels of IRDP beneficiaries

(as prescribed in Bihar)				
No. of families assisted during the year upto	No. of families whose annual income reached a level upto Rs. 1000/- at the end of the year	No. of families whose annual income reached a level between Rs. 1000-2000/-	No. of families whose annual income reached a level between Rs. 2000-3500/-	No. of families whose annual income reached a level of Rs. 3500 and above i.e. who are above the poverty line
1	2	3	4	5
Total SC/ST	Total SC/ST	Total SC/ST	Total SC/ST	Total SC/ST

(as prescribed in Bihar)				
Cumulative total families upto the end of the reporting year	Cumulative total whose annual income reached a level upto Rs. 1000/-	Cumulative total whose annual income reached a level between Rs. 1000-2000/-	Cumulative total whose annual income reached a level between Rs. 2000-3500/-	Cumulative total whose annual income reached a level of Rs. 3500/- and above the poverty line
6	7	8	9	10
Total SC/ST	Total SC/ST	Total SC/ST	Total SC/ST	Total SC/ST

Chapter - 13

Planning Process for the NREP and the RLEGP

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National Rural Employment Programme(NREP):

Works under the NREP are undertaken as per guidelines received from the state Headquarter at Patna. In several cases even the unit costs are fixed at and issued from the State level. For example, during 1983-84 the unit cost for Harijan houses and Panchayat Bhawan was issued by the State Government. The Chief Engineer of the REO sent estimate of construction for 1 K.m. road without Bituman as Rs.8 lakhs. Such a practice goes against the spirit of local level planning specially as some of the instructions are too detailed to leave any scope for decision-making at local levels.

The instructions received from the State Headquarter are not issued in one lot, but from time to time. Between 29 November 1982 to 5 January 1984 i.e. within a period of about one year as many as 16 circulars on the NREP were issued by the State Government. These are based on instructions received from the central government as well as decisions taken at the State level in the light of problems faced. The State Government has since issued a booklet containing these circulars. This is a good step. Sometimes the circulars contain instructions about new activities and sometimes about changes in old instructions. Local level authorities find it difficult to keep pace with frequently

changing instructions. Frequent changes should be avoided.

Quite often, there is uncertainty about the time when funds will be available for the NREP. For example in the year 1983-84 there was some uncertainty regarding the amount of funds. As a result, the district level authorities could not take timely action but had to rush through the works after they came to know the amount of money that would be available. During 1984-85 the State government sent late instructions regarding allotment of Rs.10000/- to every Panchayat for taking up works at their discretion. This instruction came after administrative sanction for the NREP works to be taken up in the block had been given. This upset all planning exercises made earlier. Such uncertainties should be avoided.

It has been laid down that the work should not be done through contractors, but through Panchayats or government agency or others like school teachers. This goes against the established practice of getting the work executed through contractors. Sometimes, the contractors work from behind the scene. The person to whom contract is given, approaches a contractor for getting the work done since the contractor has the expertise and command over labour and inputs. Quite often, Panchayats do the same. This has also been recorded in NREP Operational circular No.7 dated 30 April, 1983. Another difficulty is that some time the man to whom a work has been given suddenly disappears leaving

the work incomplete and the block office does not know whom to hold responsible and how to get the work completed. Another alternative is of getting the work done departmentally i.e. through the Panchayat Sewak or V.L.W. of the block, but then they have no experience. It is also doubtful whether they have any aptitude for this type of work. They should be trained for this before giving this responsibility. It has been clarified in NREP operational circular no. 16 dated 5th January, 1984 works through Panchayats, Panchayat Sewak/VLW etc. will be got done only in those schemes which do not require much technical expertise. Schemes like culverts, bridges, metalled road, bank office, big buildings which require technical knowledge will be planned and executed by the concerned technical departments like the REO, PWD etc.

The public is reported to favour taking up of earth work which is not favoured in the NREP for obvious reasons. However, with respect to pucca work there is the problem of availability of cement. This, therefore, is one reason by the progress in such work is slow.

In the past two years, schemes under NREP have related to school buildings, roads, Harijan housing colonies, culverts, drains, ahars, Panchayat Bhawans and social forestry. These works are supposed to provide basic infrastructure for rural growth. However, no evaluation of the impact of NREP has been made so far. According to the NREP operational circular no 11 dated 9th July, 1983, the following would be

the appropriate pattern of allocation of NREP funds.

1.	Establishment	5%
2.	Social forestry	10%
3.	Works for the benefit of Scheduled Castes and Scheduled Tribes	20%
4.	Labour intensive projects (tank, soil conservation, Ahar, etc.)	20%
5.	Rural roads	25%
6.	Panchayat Bhavan, School Building and Community Hall	15%
7.	Non-government institutions	5%
Total		100%

This circular also laid down approximate proportion of labour and material cost under each of the above. Labour cost could be 40 per cent for roads and buildings, but about 90 per cent for social forestry, tanks, soil conservation etc. 80 per cent for non-governmental agencies and 100 per cent for establishment, giving an average of 60 per cent for all works. It has also been laid that in case material cost in a project is more than 60 per cent then it may be provided from the departmental budgets.

In many cases, even the priorities of schemes within a sector are prescribed by the State government. For example, NREP Operational circular no. 1 dated 29th November 1982 laid down that earth work on village roads may be taken up if the concerned road is included in the programme of the Rural

Engineering Organisation. The Operational Circular no.3 dated 8th March 1983 laid down the priorities among the list of roads under in the programme of Rural Engineering Organisation. The local level authorities have to select the specific works as per priorities determined at the State level. This is at most a restricted view of local level planning and should be reviewed. The procedure to be followed in selection of projects at block and district level has been detailed in NREL circular no. 15 dated 22nd November, 1983. According to it schemes may be identified from amongst those suggested by the Panchayat, those for the benefit of Scheduled Castes and Scheduled Tribes, and those from the technical departments. The schemes should be such as to satisfy the following condition:

- (1) rural people and the beneficiaries get an opportunity to select and determine priorities,
- (2) help in meeting the minimum needs of the rural poor,
- (3) benefits should not be appropriated by the rich and the strong, and
- (4) help in rural infrastructure.

Some of the new schemes suggested which would benefit the rural community as a whole are construction of library buildings in rural areas construction of sheds for animals of rural poor, sulabh sauchalaya in rural areas, rural health centres, conversion of canal roads into metal roads.

The works taken up are of engineering nature but the engineering support available to the NREP organisation was inadequate till 1983-84. The REO Executive Engineer used to treat this work as secondary. The schemes are prepared by Junior Engineer NREI attached to every block or by Junior Engineer of the Rural Engineering Organisation of the Government posted at the block. As per established procedure the REO had to give technical sanction of this scheme. The Assistant Engineer, REO was empowered to sanction schemes upto Rs.50,000/- the Executive Engineer upto Rs.2,50,000/-, and the Superintending Engineer upto Rs.5,00,000/-. The administrative sanction is provided by the S.D.O. (Civil) if the work is upto Rs.50,000/- by the D.M./D.D.C. if the work is between Rs.50,000 to Rs.2,50,000/- and by the Divisional Commissioner for works upto Rs.5,00,000/-.

It is the Assistant Engineer/Executive Engineer who are responsible primarily for project planning of projects/schemes. But a scrutiny of various projects made by me indicated that most of the schemes as drafted by the Junior Engineer associated with the blocks were approved by the Asstt. Engineer and Executive Engineer of the REO. However, in that process much time was lost. There was a delay of about 3 months in project sanction. The DDC was aware of this delay but expressed his helplessness. He had already taken up the matter with authorities at the State Level.

The Engineering support available is one Junior Engineer on a daily wage basis in every block for NREP work. It is he who prepares the scheme and supervises their execution. It was informed that the professional competence of Junior Engineers posted under NREP is lower than Junior Engineers in the engineering departments and that they are often in search of better avenues elsewhere. It was suggested by one BDO that there should be one Asstt. Engineer, NREP, for a group of blocks so that the works are taken up expeditiously. During 1984-85, the engineering support available to the NREP has been strengthened. One executive engineer for these works at the district level and one Assistant Engineer at sub-divisional level have been posted. Hence the dependence on the REO is no more there.

There is no five year plan or even a plan of more than a year for NREP works. At most plans for a year are prepared. The funds at the district level are allocated more or less equally to all the blocks. And within a block, works are spread over every Panchayat every year resulting in thin spread of resources. This may be avoided so as to improve the quality and effectiveness of schemes. In some cases technical specifications or standards have been laid down for work under NREP in the circulars issued by the State government. In others the engineers involved in scheme preparation are expected to follow their the technical norms

of their departments. No chart has been prepared showing the year-wise physical and financial achievements under NREP ever since its inception and no evaluation undertaken. There is no link with any technical institution with regard to planning of NREP works. There is no separate arrangement for future maintenance of works under NREP. These works may be handed over to the concerned departments for maintenance. The State Government has not issued any guideline on this.

The circulars issued by the State Government have impressed upon the need to create a shelf of NREP projects. There are reports that this was not being done. This has been acknowledged in the NREP circular no.15 dated 22 November, 1983 which also detail the procedure to be followed for preparing the shelf and for selecting the schemes. However field investigations showed that the practice of having a shelf of schemes is generally not followed. Lack of staff is offered one reason. However, such a shelf can be prepared even with the existing staff. Every year the block and district office receives a list of schemes in response to availability of funds to be spent in that year. Only some of the schemes are taken up because of shortage of funds. The schemes which are not taken up are forgotten completely and next year a fresh list is requested. Since planning requires availability of a shelf of schemes, it is better that a list of such schemes which are otherwise suitable but could not be taken up due

to non-availability of funds be prepared at the block level as well as at the district level and should be considered for selection next year along with fresh schemes. Such practice, if continued over a number of years, will indicate the development potential of an area in precise detail and give a readymade stock of projects/schemes.

Rural Landless Employment Guarantee Programme (RLEGP):

This programme, introduced recently is being planned and implemented by the sectoral departments like the PWD, REO, Minor Irrigation, Soil conservation and afforestation. Schemes approved so far mostly relate to construction of village roads. The schemes under this programme are planned by the technical staff of the above mentioned departments like any other schemes of the department but subject to satisfying necessary condition regarding fifty per cent of expenditure being in the form of wages. The concerned executive engineers send the schemes to the Collector for his approval after which these form part of district proposal to be sent to the State and then the Centre for approval. A few comments are in order.

(1) The approval by the centre shows the extent of centralisation involved in the programme. It also results in inevitable but avoidable delay in scheme sanction.

(2) Because of the non-involvement of the BDO at the block level and the DRDA at the district level, the prospects of

integrating this programme with other rural development programmes are rather dim.

(3) The selection of beneficiaries was found to be unsatisfactory. No attempt is made to ensure that the works provide employment to at least one member of families below the poverty line without any jobs. There is no list of eligible persons. No attempt has been made to prepare any such list. The BDO who could be helpful in preparing this list is not associated with this programme. It is presumed that all those who offer to take up such jobs on minimum wages automatically satisfy this condition which is the essential feature of the RLEGP. In general, the attempt is to make use of RLEGP funds to take up departmental works which could not be taken otherwise due to shortage of funds.

Chapter 14

Linkage and Coordination

Apart from the IRDP, the NREP and the RLEGP there are several other rural development programmes. For example there is Minimum Needs Programme administered through sectoral departments like FWD, REO, etc. Till March 1982, there used to be Drought Prone Area Programme in 14 blocks of this district which included measures like soil and water conservation, afforestation, dry land farming, plantation and minor irrigation. A Special Component Scheme has been launched to provide 50 per cent subsidy to Harijans for milch animals, poultry, piggery, sheep, goat rearing etc. Separate allotment is received under this scheme.

The simultaneous running of several programmes each under a different agency creates tremendous problem of coo-rdination. Programmes like the DIAP, IRDI and NREP are multi-sectoral. Planning of each of these requires the coordination of several sectoral departments. Take for example the case of the NREP. The NREP Operational Circular no. 1 issued on 29th November 1982 laid down that earth work under NREP on village roads would be taken if the concerned road was included in the programme of the Rural Engineering Organisation. This was a good suggestion in the direction of integrated planning in order to enhance the impact of the works. It requires cooperation between NREP authorities and the REO. Similar coordination/cooperation is needed between NREP

authorities on the one hand and those of FWD or Forest on the other. Planning of IRDP is even more difficult because it requires coordination not only within district administration but between that and the banks which are not under the control of the District Magistrate. Copies of the instructions issued by bank head offices to their branches regarding IRDI are not made available to DRDA. Hence DRDA does not know what are the rules and guiding principles of banks. There is no synchronisation between the dates of the annual action programme of the government and banks. The former prepare their annual action plan on financial year basis while the latter do so on calendar year basis. There is the problem of coordination among banks themselves and between banks and NABARD. Banks do not accept the instructions of NABARD till they get circulars from their head offices which do not come simultaneously. This suggests the need for better coordination between NABARD and head offices of banks. Further, there is very little coordination between the IRDI and NREI and between these and the MNI or the Khadi & Village industries programmes and so on. NREI continues to be looked after by the Deputy Development Commissioner and not by the Managing Director, DRDA. Any coordination between the two is through the Collector and the Managing Committee of the DRDA which has to formally approve the NREI schemes. Links are also weak between IRDI and NREI on the one hand and scheduled

caste component schemes on the other. Even two very similar programmes like the NREI and the RLEGI are working without any close link at the local level. Neither the BDO nor the Panchayats which have a major say in the NREI have any say in RLEGI which is planned by the departments. Coordination is also lacking between the DRDA and DIC. While the Manager, DIC is on the governing board of the DRDA, the Managing Director of the DRDA is not on the governing board of the DIC. The DIC is concerned with the IRDI only in matters related to training programmes in such trades as tractor repairs, motor repairs and electricals.

Coordination at the district level is attempted primarily in two ways. First, the District Magistrate and Collector is made the formal head of most of the programmes. Second several coordinating committees under the Collector are constituted. Neither of these is a satisfactory arrangement. The District Magistrate is too busy to devote significant time to his coordinating role in an effective manner. If necessary, such powers be vested in Deputy Development Commissioner and his status raised to provide effective coordination between different departments.

There are two important coordinating committees one at the government level and the other at the bankers' level. But these deal primarily with implementation of the programmes and not so much with planning. The functioning of the Committee has been more or less like rituals and decisions taken in the

meetings are generally taken as recommendatory and not binding.

Recently two new institutions have been created. One is the District Manpower and Employment Generation Council and the other is the District Planning and Development Council. The first institution held one meeting about two years ago and since then nothing has been heard about it. The second one also had a meeting. Both these institutions are yet to become operational.

Thus there is a multiplicity of agencies and programmes for rural development at the district level without any effective mechanism for coordination of planning between them. The position is somewhat better at the block level because the BDO is responsible for most of the programmes. But the BDO works primarily as an implementing agency and has little role in planning. He has no expertise and organisation for undertaking planning work which is functionally a more difficult **tasks**. Targets are decided at higher levels and his responsibility is to take administrative measures to achieve the targets. In the context of the IRDI, there is a coordination committee at the block level where staff from the government agencies and banks participate. Such meetings also provide a forum for mutual bickerings.

Some coordination also takes place at the level of the S.D.O. (Civil). Though he has no formal role in development, yet it was found that discussions on items like the IRDI dominated the deliberations of the monthly meetings

of the BDOs at the sub-division. These meetings are also attended by bankers. A representative from the DRDA also attends the monthly coordination committee meeting at sub-divisional level. Much, of course, depends on the personal interest taken in the matter by the SDO.

Our suggestions with respect to linkage and coordination are discussed in the last chapter.



Chapter 15

Data and Statistics

The position regarding availability of basic data may be regarded as satisfactory. The census provided detailed information on population. Birth and death statistics are prepared month wise and block wise. Data on land utilisation (annual) and area under crops (seasonwise), are also available. Also available are blockwise five yearly data on livestock. Rainfall data are also available yearly and blockwise. Statistics on crop yields based on crop cutting experiments for selected villages in a block are collected. However, data on infrastructure facilities within a block, data on industry and business and on tertiary services are not available. Such data may be generated by conducting a techno-economic survey at periodic intervals, say once in five years or at least once in ten years. This job may be assigned to independent expert agencies. Data specially useful for the IRDP are not available. Thus there is no comprehensive data on poverty and underemployment, at the block level. The 1981 census had collected some useful information in this connection. The schedules if made available to blocks would be useful for IRDP. Village wise information of IRDP beneficiaries are also not collected. The block office has no ready made information regarding beneficiaries of programmes of these departments like Minor Irrigation, Soil Conservation etc. In general, data on investments made by different government agencies in a block

and district are not available at one place. Another deficiency is with respect to investment made by the private sector. The latter may involve problems of estimation which can be tackled by experts who may not be available at local levels. But the former is primarily a matter of compilation which can be attempted by the District statistical Officer. The availability of such data will raise the quality of planning exercise. Further a lot of data is generated through new programmes like the IRDP, NREP and RLEGP. The district statistical machinery is not taking any notice of them. It is suggested that such data may be compiled, processed and published for use in planning.

Junior Statistical Supervisor attached to block office is primarily responsible for collection of basic data. But he is not associated for collection and compilation of specialised data related to such programmes like the IRDP and NREP. The Junior Engineer collects relevant data for preparing NREP projects.

An important task relates to analysis and use of data for planning. Much of available data remains unutilised because there is no suitable planning office and no expertise to analyse and use data. Only the establishment of a planning office can do this work. A village profile should be prepared immediately on the lines of Gujarat with complete details of village amenities and infrastructure and this profile

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should be available at the village, block and all concerned offices at the district level.



Chapter - 16

Role of Non-Government Agencies

Non-Governmental agencies can be discussed under the following headings.

- (1) Banks
- (2) Local educational institutions
- (3) Panchayat institutions
- (4) Voluntary agencies.

Banks are associated with the I.R.D. Programme. But this association is confined primarily to sanction of loans. For reasons explained in an earlier chapter, banks have not been associated with the household survey and identification of beneficiaries. The need for associating banks in this work was expressed by some bankers and members of the public. As regards selection of schemes, banks are partially associated through meetings of the District Coordination Committee. Schemes are generally selected by the Governmental agencies but are normally sanctioned in DCC meetings. Banks, however, play a major role in selection of clusters of villages.

The meetings of the District Coordination Committee, once in a quarter, provide one means of coordination between banks and governmental agencies as well as between banks themselves. But the decisions of the DCC are not binding.

There is also a standing committee of officials and bankers which meets every month. There is a committee of

local bankers and the block officials at the block level which meets every fortnight. Then, there is yet another body as District Level Consultative Committee of bankers and officials which meets every six months.

Credit and Disbursement camps are held at frequent intervals at the block level where banks, governmental agencies and other concerned come together to scrutinise and finalise the loan application of the beneficiaries. It has been suggested that such camps should meet more frequently.

The success of IRDP depends much on banks. But there is inadequate planning of banks. The services of banking institutions are grossly inadequate in the district. As per guideline of the R.B.I. there should be one bank for every 17 thousand population. In this way 38 more bank branches were required in the Rohtas district as in July 1984, out of which 22 were already licensed. Many of the existing branches suffer from the problem of inadequacy of staff in general and that of trained and motivated staff in particular. The clerical staff is not much responsible and this reduces the effectiveness of banks. Discipline in banks was alleged to be even worse than that in a government department.

Subsidy and loan amount are released simultaneously under IRDP schemes only, but under minor irrigation schemes of 20 Point-Programme, subsidy is required to be claimed from D.R.D.A.

District credit plan for 1983-85 covering a period of 27 months from January 1983 to March 1985 has been prepared. It indicates blockwise, bankwise and schemewise area of operation, but not branchwise. The deposits of various banks are the main consideration for allocation of schemes to different bank branches. But it was observed that the share allocated to different branches of a bank are generally not included in the branch performance budget to the desired extent. While fixing up targets under various activities, the national priorities like credit for priority sector, to agriculture, advance to weaker sector under SSI and advance under the DRI scheme are kept in view. The district development plan for various departments were not made available to ensure linkage of budgetary provision with that of financial institutions, and also to have utilisation of the infrastructural facilities being developed during the plan period.

The Annual Action Plan for 1983 and 1984 have also been prepared as a part of the 3rd round district credit plan 1983-85. These indicate details of number of beneficiaries and quantum of loan to be advanced in each block by bank branches under identified schemes. These also indicate the number and amount to be advanced to the IRDP beneficiaries and to the members of Scheduled Castes/Tribes. The annual action plan is drawn keeping in view the budgetary allocation of subsidy under the IRDP and special livestock production

programme and the performance of banks in financing different sectors during the preceding years.

There is a large number of educational institutions including some colleges. But none of them are associated in the process of formulation of any developmental programme in any way. Consequently they remain completely unconcerned about the development programmes going on in their area. It is suggested that wherever feasible members of educational institutions may be associated in local surveys and studies, technical feasibility reports, preparation of block plans, etc. Every DRDA should experiment with this in a few blocks. The teachers should be trained for this work.

The village/council/gram shabha plays no part in the actual selection of IRDP beneficiaries or selection of schemes for them. However, the heads of the village and block Panchayat institutions and some leading villagers are generally taken into confidence for this purpose. The Panchayati Raj institutions are associated primarily with respect to NREP works. The details of this have been explained in an earlier chapter dealing with the NREP. The allocation of schemes to different villages creates a lot of tension among Panchayat leaders. Panchayat leaders as well as the Panchayat Samiti leaders look at NREP schemes as a means of exercising local level patronage. They, therefore, demand that work should be undertaken in their area or village so that they can

claim some credit at the time of next election. The allocation of limited resources over different Panchayats or areas has thus become a thorny problem for the authorities. This was stated both by a BDO and the President of a Block Panchayat Samiti. This indicates the need for imparting training to Mukhias of Gram Panchayat on the subject of planning. In particular, they should be trained as to how the developmental funds should be spent in the interest of the area as a whole. The unproductive nature of spreading resources thinly over wider areas should be brought home to them.

Another remedy for this problem lies in evolving a block level plan and specially a five year plan for a block. This will give an assurance to some Panchayats that their turn will come later on within five years and therefore there should be no pressure for equal distribution of funds every year. The block plans should specify a scheme of priorities with adequate justification to show why those schemes are given priority. Once this is done part of the problem will disappear.

The Government, about a year ago, constituted 20 Point Programme Committee at the block level presided over by non-officials most of whom are local Congress leaders. The IRDP & NREP are included under the 20 point programme. But it was reported that because of the association of the ruling party members, the members of the opposition including the

Mukhias of Gram Panchayats belonging to other parties are not participating in these 20-Point Programme Committee meetings. These are, therefore, viewed as party programmes and not Government programmes.

No evidence of any association of voluntary agencies with planning of programmes could be obtained though everybody interviewed expressed the desirability of involving them. Perhaps there are few good voluntary agencies in the district. The cooperative structure is also weak and plays no part in planning process either at the district or at the block levels.

Chapter: 17

Organisational Set up for Planning

Though there are a number of programmes for rural development in the district, it is the IREP and NREP which have now emerged as the major ones with a better organisational framework. Hence our study of organisation in this chapter is with particular reference to these programmes.

District Level Machinery for IREP, NREP etc.

IREP is the responsibility of DRDA and NREP that of Deputy Development Commissioner (DDC). At the district level. There was a proposal to transfer NREP work to the DRDA. But this has not been done presumably because the DRDA office is not fully equipped to implement these works. However, a separate committee for sanctioning NREP works which was constituted earlier has now been abolished. This is now looked after by the Governing Board of the DRDA. There is no need for two organisations. Both these programmes deal with the rural poor and are controlled by one department at the State and national levels. It is, therefore, necessary that the NREP work should be transferred to DRDA as early as possible and the office of the DRDA suitably strengthened. Rather than operating any programme directly, the DDC should assume the coordinating role in planning and implementation and his status raised above all other development heads to enable him to function effectively in this manner. The role of the DDC in the proposed set up is indicated in the last chapter.

The DRDA is managed by a governing council headed by the District Magistrate and Collector with the DDC as Vice-President and Managing Director, DRDA as its Secretary and with several development functionaries at district levels as well as peoples' representatives as its members. The details are given in Annexure 17.1. No change is envisaged in this structure.

Annexure 17.2 provides details about the staffing position of the DRDA. Inadequacies are too obvious to require much elaboration. There are only 4 AFOs. There is no AFO for planning. Most of the time of the Managing Director of the DRDA is spent in supervising works related to administration and accounts. Besides, he has to make extensive tours in the district to ensure implementation of IRDP. Attending meetings take away a sizeable part of his time. A list of meetings to be attended by him as given in Annexure 17.3 (sometimes he sends his AFO or other nominee). It is seen that he has to attend an average of 40 meetings in a month many of which are at block headquarters some of which are far away from the district headquarter. Consequently he has very little time for the work of detailed planning in the real sense of the term. It is, therefore, suggested that a post of AFO (Planning) be immediately sanctioned for the office of the DRDA. He should be a fairly senior officer, next only to the M.D., DRDA. He should maintain liason with the

overall district planning office of the type proposed in a subsequent chapter so as to ensure a proper integration of IRDP and NREI with development programmes of the district as a whole. Another organisational handicap of the DRDA is that he has no control over the block agencies which have the primary responsibility for planning and execution of the IRDP. The M.D., DRDA has to work through the DM/DDC who though associated with the DRDA as its chairman/vice-chairman, have other responsibilities also.

The DRDA office at Sasaram did not have adequate staff to carry out all its responsibilities in an effective manner. Apart from the posts lying vacant for a long time (about which a reference will be made in the next para), there is inadequacy in terms of even sanctioned posts. The DRDA rules provide for 7.5 per cent of the budget on administration subject to maximum of Rs.7 lakhs (revised ceiling comes to Rs. 8 lakhs) per year. This uniform pattern is grossly inadequate for large districts like Rohtas which has three sub-divisions and 22 blocks. It covers a large area of 7199.7 square kilometres with a large population of 23,66,325 as per 1981 census. It is strange that a district as large as the above has been allowed the same staffing pattern and same administrative expenses as a small district as Madhepura or Lohardaga each with only 4 blocks. It may also be mentioned that 7.5 per cent of the

DRDA annual budget of about Rs.2.40 crores comes to Rs. 18 lakhs which is very much higher than Rs. 8 lakhs allowed for administration. Since targets have to be met somehow or the other, it is work related to sound planning which gets side tracked in such a situation. There is, therefore, need for upward revision of the ceiling on administrative expenses to at least 12 lakhs per year which would amount to about 5 per cent of the annual budget.

The DRDA is finding it difficult to attract suitable personnel to its office presumably because of its ad hoc character as well as due to the cumbersome procedure of making appointments in the government. Some of the posts remain vacant for long. Thus the posts of one Accounts Officer, and 22 VLW (one for each block) sanctioned by the State Government on 26 February 1982 remained vacant till October 1984 (time of last field visit). Similarly 22 posts of Extension Officers (women) one for each block sanctioned on 11th May 1983 remained vacant till October 1984. Such vacancies can not be filled even on a temporary basis by the DRDA since it has no authority to make any appointments. It is suggested that the Managing Director, DRDA under the supervision of the D.M. may be empowered to make temporary appointments in urgent cases.

The DDC is another and a more senior functionary in district administration. He is next to the D.M. in the

district and is also the chief executive of the Zila Parishad. He looks after NREP. But the administrative support to his office is weak. Till recently there was no senior officer assisting him in NREP work. He normally has one District Development Officer for attending to traditional developmental works attached to his office and one deputy collector on a part time basis. It is only recently that one executive engineer for NREP has been added. There is need to have serious review of the DDC set up after the creation of the DRDA. Is it not possible to have only one agency equipped with required personnel? My suggestions are outlined in the last chapter.

Block-Level Machinery:

At the block level, the IRDI, NREP and several other rural development programmes have been put under the charge of the Block Development Officer. However, the organisation of the block requires considerable strengthening. No separate staff for the IRDI has been made available at the block level. The existing staffing pattern at the block level is given in Annexure 17.4. The V.L.W. is a key functionary in charge of groups of villages. But in the blocks coming under the T and V system, most of the V.L.Ws have been withdrawn from the B.D.O.'s office and placed under the Project Executive Officer. This has put the BDO in a difficult position in carrying out works like IRDI and NREP. The work load on the remaining V.L.Ws

has increased. On the other hand the career prospects of the V.L.W. remain bleak. They have to serve in the same scale for about 25 years before they can be eligible for selection grade. Very few of them get a chance to be promoted as Agricultural Inspector or Block Agricultural Officer. This stagnation is reflect in lack of motivation which affects their efficiency. There is, thus an urgent need to review the career prospects of the V.L.W. Because of the transfer of the VLW to T & V set up, the IRDI work is planned and implemented by Panchayat Sewak at the village level. The BDO is usually busy with so many works apart from attending meetings. Hence it is the Panchayat Sewak who plays an important part in selection of beneficiaries and schemes for the IRDI. Besides there is a block level committee convened by the BDO which is attended by CEO, VLW/Panchayat Sewaks and bank representatives which reviews IRDI and recommends decision regarding formation of clusters etc.

Out of the NREI funds, a Junior Engineer has been appointed in every block to prepare schemes under the NREP. Two assistant engineers in the district as a whole have also been added to examine the NREI schemes in accordance with the procedure for technical sanction described earlier.

District Planning and Development Council:

As mentioned in an earlier chapter, the State Government has taken some measures to decentralise the planning machinery. It has yet to become fully operational. But it is worth knowing its details in view of its implications for the future. According to the Resolution passed on 15th March, 1983, the DPDC would consist of the following:

- | | | |
|------|---|------------------|
| (1) | A Minister of State Government
nominated by Chief Minister | Chairman |
| (2) | Divisional Commissioner | Vice-Chairman |
| (3) | Adhyaksha of the Zila Parishad | Member |
| (4) | All M.L.A./M.Ps/M.L.C.s of the
District | Members |
| (5) | All Pramukhs of Panchayat Samities | Member |
| (6) | Upadhyaksha of Zila Parishad | Member |
| (7) | An Economist from the University
service to be nominated by the
State Government. | Member |
| (8) | Chairman of the District
Co-operative Bank | Member |
| (9) | District Magistrate | Member |
| (10) | A representative of the District
Lead Bank | Member |
| (11) | Deputy Development Commissioner | Member-Secretary |

The duties and functions of D.P.D.C. will be as follows:

- (1) "To give guidance to the District Planning and Implementation Committee for preparation of District plan, consistant with the guidelines issued by the planning and other departments and needs, potential and resource endowments of the local areas.
- (2) To indicate sectoral and regional break-up of funds, allotted to the district by State Government as also those mobilised by the Council itself.
- (3) To accord approval to the District Plan formulated by the District Planning unit and forward the same to the State Government for approval and incorporation in the State plan.
- (4) To mobilise support of the local and voluntary agencies in the formulation, resource mobilisation and implementation of district plan.
- (5) To review the financial and physical progress of all development schemes under the implementation.
- (6) To submit proposals to the State Government for reappropriation of funds from one programme to another one with the same sector or from one sector to another, depending on the manner of allocation of funds by the State Government.
- (7) To make recommendation to the State Government in regard to the development needs of the area and the officials engaged in the planning and developmental activities in the district.

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District | Members |
| (5) | All Pramukhs of Panchayat Samities | Member |
| (6) | Upadhyaksha of Zila Parishad | Member |
| (7) | An Economist from the University
service to be nominated by the
State Government. | Member |
| (8) | Chairman of the District
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- (6) To submit proposals to the State Government for reappropriation of funds from one programme to another one with the same sector or from one sector to another, depending on the manner of allocation of funds by the State Government.
- (7) To make recommendation to the State Government in regard to the development needs of the area and the officials engaged in the planning and developmental activities in the district.

The said Resolution also created an Executive Committee of the District Planning and Development Council (DPDC) with the Divisional Commissioner as Chairman District Magistrate as Associate Chairman, Deputy Development Commissioner as Vice-Chairman, District Planning Officer as Member-Secretary and district level officials of various technical and administrative departments as members.

The duties and functions of Executive Committee (known also as District Planning and Implementation Committee) are as follows:

- (1) To take steps for collection, compilation, and analysis of data for formulation of district plan.
- (2) To prepare district plan on the basis of data collected keeping in view the guidance received from DPDC and the instructions received from State Government and submit the same to the Council for approval.
- (3) To have schemes and projects formulated within the approved district plan. To accord approval to the schemes so formulated keeping in view the availability of funds and power delegated by the State Government for the purpose.
- (4) To appraise the DPDC as also the State Government with the financial and physical progress of the schemes and projects, including the need for re-appropriation of funds from one programme to another or from one sector to another.

(5) Monitoring of the progress in the MNI and Special Component Programme for SC/ST in the district.

(6) To identify the support required for the Employment Generation Programme for the district as formulated by District Employment Generation Council and provide for in the district plan.

Conclusion:

It is obvious from the above that there is no unified planning machinery at the district and block level. And there is inadequate staff for IRDP and NREP at both the block and district levels. Since there is no separate staff for planning and since pressures of implementation have a sense of urgency, planning tends to be neglected. There is, therefore, need to review the entire set up of organisation for rural development planning at the block and district level specially in the light of the decision to set up District Planning and Development Council. Our suggestions in this respect are given in the last chapter.

During the Seventh Plan, it is proposed to increase outlay under IRDP, NREP and RLEGI. Effective utilisation of increased outlay would require a better organisation for planning and implementation at the local level. Advance action is necessary because it takes much time for the State Government to sanction posts and make recruitments. However, there was no evidence of any scheme for strengthening and

reorganising the administrative set up at the block and district levels. It is, therefore, suggested that plans for the same may be drawn up immediately.

Annexure 17.1

District Rural Development Agency, Rohtas

List of members of Managing Committee February 1984.

- | | | |
|------------------|--|----------------|
| 1. | D.M. Rohtas | President |
| 2. | Deputy Development Commissioner | Vice-President |
| 3. | Managing Director, D.R.D.A.
Rohtas Sasaram | Secretary |
| <u>Official:</u> | | |
| 4. | District Agricultural Officer, Rohtas | Member |
| 5. | Dist. Animal Husbandary Officer, Rohtas | " |
| 6. | Dist. Cooperative Officer,
Bhojpur, Rohtas | " |
| 7. | Executive Engineer, Minor
Irrigation, Rohtas | " |
| 8. | Executive Engineer (Electrical) Sasaram | " |
| 9. | General Manager, District Industries
Centre, Rohtas | " |
| 10. | Representative of Government
Legislative Council | " |
| 11. | Member of Bihar Council (4) | " |
| 12. | Member of Bihar Legislative Assembly(11) | " |
| 13. | Member of Lok Sabha (3) | " |
| 14. | Member of District Board (Chairman) 1 | " |
| 15. | Honorary Secretary, Central
Co-operative Bank Sasaram | " |

(Contd...)

- | | | |
|-----|--|--------|
| 16. | District Manager, Land Development Bank, Sasaram | Member |
| 17. | Lead Bank Officer, Punjab National Bank, Sasaram | " |
| 18. | Development Manager, Bhojpur Rohtas Rural Bank Sasaram | " |
| 19. | Manager, State Bank of India (ADB), Bhabhua | " |
| 20. | Manager, Central Bank, Sasaram | " |
| 21. | <u>Non Official:</u> | |
| 21. | Scheduled Caste - 1 | " |
| 22. | Weaker Section, Scheduled Tribe - 1 | " |
| 23. | Woman Representative - 1 | " |
| 24. | Member of Rajya Sabha - 1 | " |

Annexure 17.2

Staffing Pattern of District Rural Development Agency,
of Rohtas District as on 27 February, 1984

1. Managing Director
2. Assistant Project Officer (Credit)
3. " " " (Agriculture)
4. " " " (Monitoring)
5. " " " (Animal Husbandry).
6. Junior Statistical Supervisor
7. Investigators (2)
8. Senior Upper Grade Assistant (Head Clerk)
9. " " " (Accountant)
10. " " " (Addl. Accountant)
11. Junior Upper Grade Assistant
12. Assistants (4)
13. Stenographer
14. Typist
15. Jeep Driver (2)
16. Messenger
17. Peon (4)
18. Night Guard.

Annexure 17.3

Number of Meetings to be attended by Managing Director DRDA in a year.

	<u>Name of the Meeting</u>	<u>Frequency</u>	<u>No. in a Year</u>
1.	DRDA Governing Board	Once in 3 months	4
2.	District Level 20 Point Programme Meeting	Once in 2 months	6
3.	Block Level 20 Point Meeting	Once in a months in each of 22 blocks	264
4.	Planning Committee	Once in 3 months	4
5.	District Coordination Committee	Once in a month	12
6.	Bankers' Standing Committee	" "	12
7.	Bankers' Coordination Committee	Once in 3 months	4
8.	Sub-Divisional Coordination Committee	Once in a month in each of 3 sub-divisions	36
9.	Panchayat Samiti Meeting	Once in 3 months in each of 22 blocks	88
10.	Weekly Meeting	4 times in a month	48
	Total		<hr/> 478 <hr/>
	Average per month - 40		

Annexure 17.4

Staff Pattern at the Block Level in
Rohtas District as in February 1984.

Block Development Officer	-	1
Block Agricultural Officer	-	1
Block Animal Husbandry Officer	-	1
Cooperative Extension Officer	-	1
Junior Statistical Supervisor	-	1
Gram Panchayat Supervisor	-	1
Social Security Officer	-	1
Junior Engineer (NREI)	-	1
Junior Engineer (REC)	-	1
V.L.W.	-	6
Panchayat Sewak	-	one in each Panchayat.

Note:- In the Package Block, there is one V.L.W. in each Panchayat working under Project Executive Officer and subject matter specialists.

- Besides there are office staff e.g. Assistants, peons etc. and revenue staff.



Chapter 10

Summary of Main Findings and Recommendations

This chapter gives a list of more important findings and recommendations flowing from them. Wherever relevant and useful, it also gives a comparative picture of the two States, Bihar and Gujarat and more particularly the selected districts, Rohtas and Mehsana.

Decentralisation of Planning (Chapters 3 and 11):

1. Gujarat has taken several steps for decentralising the planning process at district level. It has created District Planning Boards and allocated funds for them to be spent at their discretion. It has also taken an innovative measure in making allocations for incentive outlay. Bihar is lagging behind, though it has tried to follow the Gujarat model. District planning in Bihar has yet to become operational.

2. The priorities of District Planning Boards in Gujarat among various sectors have been different from those of the State level authorities. The District Planning Boards have given top priority to rural roads, followed by primary education, rural water supply and minor irrigation.

3. Gujarat has decentralised the planning process still further at the taluka level by allocating funds and creating a planning organisation.

IRDP (Chapters 4 and 12):

4. With regard to the IRDP, both the States prepare only annual action plan but not five year plan, nor is there

any evidence to do so even for the Seventh Plan period. It is suggested that appropriate instructions may be given immediately to initiate this exercise so as to make IRDP plan more effective.

5. With regard to the preparation of annual IRDP plan, the steps outlined in operational guidelines are by and large followed formally in both the States.

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6. More or less same procedure is followed in both districts for formation of clusters. However Rohtas district in Bihar has been less successful than Mehsana in Gujarat in resisting expected pressure for including larger number of villages. As a result, the true spirit behind the clusters approach has not been followed. Further, there is one cluster under each V.L.W. in Gujarat but not so in Bihar.

7. In both the States, the annual plan at the district level is a compilation of the same at the block/taluka level which in turn is a list of independent schemes approved for the selected beneficiaries. There is no integrated plan either at block or district level. Hence it is suggested that steps in the preparation of integrated plan may be taken.

8. In both the States, it is the VLW/PS who plays the most crucial role in identification of beneficiaries and selection of schemes.

9. The criteria of identification of beneficiaries should be laid down in terms of per capita income in place of per family as at present.

10. The IRDP is for the poorest of the poor. But the procedure used for selection of beneficiaries does not ensure their selection on a priority basis. It is suggested that a list of surveyed families below the poverty line be arranged in an ascending order of their per capita income so as to facilitate selection of the poorest of the poor. The reasons for not selecting a poorer person in the list may also be clearly stated there. Such a list should be displayed on the notice board of the Panchayat.

11. Monitoring was found more effective in Mehsana district than in Rohtas.

12. The position regarding Vikas Patrika/Kutumb Pothi was unsatisfactory in both the districts but more so in Rohtas. It is suggested that such books should either be kept up-to-date or discontinued.

13. The Gujarat State has laid greater emphasis on regular flow of data and information from one concerned agency to another to facilitate corrective timely action.

14. The Gujarat Government has adopted several useful measures for reducing the proportion of loan applications rejected to those processed in a year. These have proved effective. The measures are described in chapter 4 and may be considered for adoption elsewhere also.

15. Several evaluation studies of the IRDP - some by the State Government and some by independent institutions have been conducted in Gujarat. In contrast, I did not come across any evaluation study for Bihar. It is suggested that more emphasis be given on evaluation studies specially those by independent agencies.

16. On training also, Gujarat has given more emphasis than Bihar. More attention should be given to training specially in Bihar. Officers at all levels from village to State should be provided opportunities for training.

17. In Gujarat, IRDP planning has been greatly facilitated by the presence of milk cooperative societies which also help in recovery of loans from the beneficiaries.

18. The quality of the schemes selected leaves much to be desired in both the States. Generally standard schemes are taken up. Innovative schemes are rare. Several non-viable schemes are also taken. Much greater attention needs to be paid to raising the quality of schemes. This should form a very important component of training of the staff.

19. In general, Gujarat pays greater attention to provision of back up services. It is more fortunate in having milk cooperatives which take care of back up services for animal husbandry schemes. The State Government has also issued circulars to arrange for infrastructural facilities in coordination with other departments/programmes.

20. The schemes are by and large one asset scheme in both the States. However, Gujarat has already introduced multiple assets scheme while Bihar is still struggling to do so. Banks which have already financed such schemes in Gujarat have been reluctant to do so in Bihar despite circulars from the NABARD.

21. In both the States, most of the schemes have low investment value, somewhat lower in Bihar than in Gujarat. Such schemes, even if successful, will not help in raising the income of the very poor beneficiary above the poverty line. Hence it is suggested that deliberate efforts be made to raise the investment level of schemes by selecting better and/or multiple assets schemes.

22. The structure of schemes in both the States is dominated by animal husbandry. Schemes for rural industries are very few in both the States. The State Governments in both the States have issued instructions to remedy this situation. But these are not likely to be enough. The degree or risk associated with and the extent of training and effort required for different schemes vary considerably. Given the uniform pattern of subsidy irrespective of the scheme, the beneficiaries naturally tend to prefer certain assets like milch cattle which require less of training and effort and which have less risk. It is, therefore, doubtful whether administrative measures alone can serve the purpose. Basic economic considerations can not be ignored altogether. It is suggested that different schemes may be classified into three categories depending upon the extent

of difficulty faced by the beneficiaries in starting them and a differential rate of subsidy worked out.

23. Recently, the Rohtas DRDA (Bihar) has taken an useful measure to link TRYSEM training with the IRDP. Selected candidates under the TRYSEM have been sent for receiving training in animal husbandry and veterinary works so as to provide back up services for animal husbandry schemes in remote rural areas. Other areas may consider adopting it.

24. There is no even flow of applications for IRDP loan throughout the year in both the States. However, the problem is more acute in Bihar where the preparation of annual plan itself gets delayed. It is suggested that IRDP targets for the district and block levels may be fixed on a quarterly basis say on a 20:25:25:30 basis.

25. The success of the IRDP depends very much on the availability and strength of banking infrastructure. From this point of view, the states of Bihar and Gujarat present a contrasting picture. Rohtas district with an area of 7200 sq. km. a rural population of 21.75 lakh (1981 census) and having 22 blocks has only 112 bank offices. On the other hand, Mehsana district with an area of 9027 sq.km. a rural population of 20.20 lakhs (1981 census) and having 20 blocks has 244 bank offices. Several of the blocks in Rohtas have 3 bank offices and one block has only one bank office. In contrast, most of the talukas in Gujarat have above 20 bank offices each. It is, therefore, suggested that

planning of bank offices should be given high priority for the success of the IRDP. Otherwise the less developed districts/blocks are bound to be at a disadvantage. It can also be said that the IRDP is less suitable to more backward areas.

NREP and RLEGP (Chapters 5 and 13):

26. The NREP guidelines on preparation of schemes are largely followed in both the States.

27. The district level NREP plan is only a compilation of the list of schemes approved for the block/taluka level. Schemes covering more than a block/taluka are not visualised at the district level. The same may be attempted.

28. NREP funds in Mehsana district are allocated among talukas on the basis of need for works as assessment by the DRDA. In Rohtas district, on the other hand, NREP funds are allocated more or less equally to blocks coming under each of the two categories of guaranteed and non-guaranteed blocks.

29. No perspective plan for the NREP has been prepared either in Gujarat or in Bihar. However, Mehsana district has started the practice of having a shelves of schemes. Rohtas has yet to do so. It is suggested that an idea of five year as well as yearly allocation of NREP funds to different taluka/blocks may be communicated in advance so as to enable them to have some advance planning.

30. Planning machinery for the NREP does not give due emphasis on monitoring, evaluation and training. There has been no evaluation of the impact of the NREP works in any of the two States. No training courses or seminars on planning for the NREP for field level staff and members of village Panchayat have been conducted in the districts studied.

31. In Bihar most of the decisions related to types of schemes and their unit costs are taken at the State level and then passed on to districts and blocks for implementation. Even priorities are laid down at the State level. There is very little leeway for local authorities except for deciding on location and preparation and sanction of specific schemes fulfilling the prescribed guidelines. While the need for guidelines is well understood, too much uniformity and rigidity goes against the spirit of local level planning. Frequent changes are made in the instructions from the State Government. As far as possible, these should be avoided.

32. NREP schemes in Bihar relate to school buildings, roads, harijan housing colonies, culverts, drains, ahars Panchayat Bhavans and social forestry. Schemes in Gujarat relate to irrigation like percolation tanks, canals and 'kans', rural roads, harijan houses, school buildings and social forestry. It is suggested that a few more schemes like construction of library buildings, sulabh sauchalaya, and sheds for animals of the rural poor may also be added to the list.

33. The powers of different functionaries in giving technical and administrative sanction to schemes of different amounts are different in two States as it should be in order to fit in with the procedures followed in different States.

34. The RLEGP is executed through the State departments in both the States. Hence, these works are planned in accordance with the procedures of different departments like Minor Irrigation, REO, Soil Conservation and Afforestation, etc. This process does not ensure that RLEGP funds should be equitably distributed over all areas. The Gujarat Government is now trying to associate the DRDA at the district level. In Bihar, the District Collector has a coordinating role in the RLEGP at the district level.

35. It is suggested that the BDO/TDO should be associated with the RLEGP at the block/taluka level so as to facilitate its integration with other rural development programmes.

36. According to the procedure followed so far in both the States it is not known whether the benefit from the RLEGP is derived by the intended beneficiaries. The involvement of BDO/TDO will be helpful from this point of view also.

Linkage and Coordination(Chapters 6 and 14)

37. The so called district or block plans consist of a mere collection of schemes under one programme. The recently introduced decentralised planning in Gujarat has made no improvement in this. It has resulted in one more agency of planning thereby increasing the problem of linkage and coordination.

38. Apart from the IRDP, NREP and RLEGP, there are several other programmes of rural development like MNP, Antodaya, special programmes for small farmers, and various other programmes of the State government. Because of the prevailing departmentation, there is not much linkage and coordination among them. Even two very similar programmes like the NREP and the RLEGP are running without any close link at the local level. As a result, there is avoidable duplication. Further, certain missing links are not provided and these tend to prevent the realisation of full benefits from investments made in the area. For example, IRDP loans for milch animals become less productive in the absence (or inadequacy) of back up services. Planning in the real sense is not complete till the possibilities of forward and backward linkages of various programmes have not been worked out and the missing links identified and provided for. Several productive opportunities and projects at the micro level can and should be identified by exploring linkages. Integration between projects is the most important part of the planning process. Every effort should, therefore, be made to bring about this integration.

39. With respect to credit based programmes like the IRDP, coordination is required not only among government departments at district and block levels but also between them and the banks. This coordination is far from perfect. There is no synchronisation between the dates of the annual action plan of the government (financial year) and banks (calendar year).

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40. Further, there is the problem of coordination among banks themselves and between banks and the NABARD.

41. The existing coordinating arrangements either through the collector or through coordinating committees are not very effective in bringing about the required coordination and integration. The position is somewhat better at the block level. In Bihar, some coordination also takes place at the level of the S.D.O. (Civil) even though he has no formal role in development.

42. The position in Gujarat is somewhat better than Bihar. At least the Gujarat Government seems to be aware of the problem of linkage and has taken several measures in this direction e.g. creation of infrastructural facilities like roads, community fodder farm or milk society building for IRDP beneficiaries either by the DRDA itself or by other agencies. The State government has issued instructions for dovetailing NREDF funds along with other funds for construction of roads and buildings. It is suggested that other State Governments may consider the possibility of issuing similar instructions.

43. Project Linkage is another interesting measure adopted by the Gujarat Government on a pilot basis in two industrial estates. It is suggested that it may be evaluated by an independent agency and if found useful, may be extended to other states also.

44. In order to improve coordination at the taluka level in Gujarat, it is suggested that the territorial jurisdiction of the Deputy Executive Engineer should overlap with that of the taluka and the status of the TDO be raised higher than other functionaries at that level.

45. There is no consolidated list of schemes under all programmes/departments at block/taluka/district levels. It is, therefore, suggested that a consolidated list of all schemes proposed under different programmes in a block/taluka may be compiled with respect to a village or clusters of villages as a first step towards better coordination in planning. A similar step may be taken at the district level.

46. Linkage between individual beneficiary programmes like the IDP and programmes for creating infrastructural facilities can be best ensured if the former forms an integral part of the area development plan. First a list of productive developmental activities in an area may be drawn and their inter-linkages explored. Then some of these can be allocated to the poor by appropriate policy measures. Imbalances between the skill composition of the labour force and the skill requirement of planned activities should be taken care of by short term training of the TRYSEM type supplemented by on-the-job training. The need for such training would arise specially in the case of activities other than agriculture and traditional crafts.

Data and Statistics (Chapters 7 and 15):

47. Basic data related to population, agriculture, livestock, rainfall, prices, education etc. are available at the block/taluka and district levels in both the States. Much of the available data, however, remains unutilised because there is no suitable planning office and no expertise to analyse and use data.

48. Gujarat has started village Amenities Survey since October 1983 giving information on 72 items. It is recommended that other States may also consider it for adoption.

49. Monitoring of the IRDP in both the States and more particularly in Gujarat generates much data about IRDP beneficiaries and bank financing. The Vikas Patrika/Kutumb Pothi also provide much valuable information. It is suggested that these data may be duly processed for further use in the planning process.

50. Data on economic aspect of infrastructural facilities and industries in a block/district, on unemployment-under-employment and on income of families are not available in both the States. Data on infrastructure and industries may be generated by conducting a techno-economic survey at periodic intervals, say once in five years or at least once in ten years. This job may be assigned to independent expert agencies - and supervised by District Industries Centre along with District Statistical office. Data on unemployment/under-employment should be obtained on an annual basis. The district level responsibility for this should be assumed by the District Statistical office. At the block/taluka level, the work may be assigned to E.O. (Statistics). At the village level, the data should be collected by the VLW with the help of appropriate prescribed proforma.

51. Data on investments made in a block by different agencies of the government and by private sector are also not available. In view of the importance of such data for local level planning, the State Government may take appropriate steps to collect them.

52. The block office has no readily available information on beneficiaries of several programmes. This may, therefore, be provided to the BDO's office by block level functionaries of all departments. The departments like Forests and Industries which do not have block level functionaries should be made responsible for the supply of data/information about their departments (either blockwise or district-wise depending upon the system and availability) to the District Statistical Officer with a copy of the block-wise information to the concerned BDOs.

53. Block-wise information about credit and deposit are also not available. These should be made available by banks to the BDOs.

54. Data/information at the district, block and village levels should be updated according to the periodicity of the flow of these data/information.

Role of Non-Government Agencies (Chapters 8 and 16):

55. Banks have come to play an important part in rural development planning at local levels. They prepare district credit plans and participate in the formation of clusters of villages selection of TRYSEM trainees and identification of schemes for the IRDP. Sometimes, as in Gujarat, they also conduct evaluation studies.

56. Non-availability of overall development plan of the district and/or block creates a major difficulty for the preparation of credit plans. Banks try to overcome this by getting information

from various developmental departments. It is suggested that the district administration should prepare an overall district plan which among others would facilitate more realistic formulation of credit plans.

57. Panchayat institutions also play an important part specially in planning of infrastructural facilities through such programmes as the NREDF and DPB schemes. It is suggested that Panchayat members should be provided training opportunities for plan formulation so as to enable them to play their part more effectively.

58. Other non-government institutions like educational institutions and voluntary agencies have very limited role in planning in both the States. The role is somewhat more in Gujarat. There is, thus, much scope for their involvement specially in tasks like surveys and studies, preparation of block plans, etc.

59. The cooperatives play an important part in Gujarat, but not in Bihar.

Organisational Set up for Planning (Chapters 9 and 17):

60. Gujarat has set up a machinery for decentralised planning at the district level. The District Planning Board consist of all those who are politically and administratively important in a district. It has also set up a separate planning unit under the District Planning Officer. Bihar is also trying to follow the Gujarat pattern but its scheme of decentralised planning has yet to become operational. In particular, it has an extremely weak planning unit. Further progress in this direction in Gujarat and more so in Bihar would require strengthening the planning unit at the district level.

61. Both the States have DRDAs at district levels.

However, the DRDA in Bihar is concerned with the IRDP only whereas that in Gujarat is concerned with other programmes also like the NREP and special programmes for small and marginal farmers. In Gujarat, the DRDA has 8 AOs as against 4 in Bihar. Consequently the DRDA in Gujarat has a better mix of expertise. It is suggested that the NREP work in Bihar should be transferred to the DRDA and its staffing position strengthened in the same manner.

62. The DEC in Bihar should gradually assume the role similar to that of the DDO in Gujarat.

63. There is need for a separate APO in the DRDA concerned exclusively with the task of planning. In order to be effective, he should have a status higher than other APOs. He may even be an Additional Director.

64. The ceiling on administrative expenses of DRDAs in large sized districts like Rohtas in Bihar should be raised from the existing level of Rs.8 lakhs.

65. The present organisational set up of DRDAs needs a thorough review. Should it be apart of the government? What should be the term of deputation to the DRDAs? What should be the career prospects and other benefits of the DRDAs staff so as to attract suitable personnel? Should there be a cadre for the technical staff of the DRDA? Questions like these should be examined in detail.

66. In Gujarat, a taluka level planning machinery under the decentralised planning scheme has been established; but not so in Bihar. However, this machinery would require considerable strengthening before it can become viable. Bihar should try to evolve a similar mechanism at the block level.

67. Gujarat is much better placed than Bihar in terms of staff support for the IRDP at the block/taluka level. Apart from 10 VLWs, per block, four posts of E.O.S. per taluka for the IRDP have been sanctioned and are in the process of being filled up. Not so in Bihar. Advance action should be taken to strengthen the DRDAs specially in Bihar so as to enable them to shoulder greater responsibility during the period of the Seventh Five Year Plan.

68. There is no unified machinery of planning for rural development at the district and block levels. Far from creating an unified system, the establishment of District Planning Boards has resulted in the creation of one more agency of planning. It is, therefore, necessary to create an unified planning team at the technical level consisting of experts from several disciplines at both the block/taluka and district levels. This team should prepare integrated plans for different sectors/activities. The plans for the IRDP, NREP, MNP, etc should form a part of it. An effort should be made to forge close links between the DPB and DRDA.

69. The district level heads of various development departments and the Lead Bank should be actively associated as part time members of the planning team at the district level.

70. The district level planning team may prepare plans for the blocks also since most of the BDOs may not have the competence for planning. However, this may impose too much of a burden in districts like Rohtas or Mehsana having a large number of blocks. In such districts, there may in addition be a small planning team at the sub-divisional level also. It should work under the control and supervision of the S.D.O. (Civil). It should consist of one planning officer (economist/statistician) with four to five supporting staff. Besides the S.D.O. and other block staff, the officials of other development departments at the sub-divisional level should also be involved in the planning process. In due course (within five to ten years) the responsibility of planning can be decentralised at the block level. Steps may be taken in the meantime to train the BDOs for this purpose.

71. All proposals related to planning from different government departments, agencies, members of the public should be sent to this planning unit at district/sub-divisional level for examination. This body should try to evolve an integrated plan at district/block levels. The plan prepared by it would, of course, be subject to approval by the formal planning board of the type that exists in Gujarat.

72. The operationalisation of the above proposals related to integrated planning and unified planning team would depend upon the availability of suitable personnel. This would require a vigorous programme of providing training to selected officers in different aspects of local-level planning. In addition, State Governments may also consider the possibility of creating a cadre for planners with adequate avenues for in-service promotion. Members of this cadre should man planning unit at block/sub-divisional, district and State levels.

Prescribed Guidelines for the IRDP

In April 1982, the Ministry of Rural Development published and circulated a booklet entitled "Operational Guidelines on Block Level Plans for Integrated Rural Development Programme". This is a very useful document and has since provided a basis for formulation of IRDP plans in blocks and districts throughout the country. Apart from outlining various steps in plan formulation, the document also gives a set of proforma to be used for this purpose. Keeping in view the vast diversity in rural Indian landscape, sufficient leeway has been provided in these guidelines, so that these may be adapted to local resources and requirements. We give a brief summary of the steps outlined.

The objectives of the IRDP would require a process of planning at block level ^{so} as to ensure optimum utilisation of local resources, integration of various development plans and formulation of development plans to provide economically viable schemes to the rural poor. The integration of IRD block plan with development programmes of the departments has also been emphasised and it has been proposed that the IRD plan would eventually be a component of the comprehensive block development plan.

Before taking up the preparation of block plans it has been envisaged that a 2-day orientation workshop should be convened by Project Officer of the D.R.D.A. under the Chairmanship of the

Collector of the district to discuss the objectives of the IRDP and its operational steps. It should be attended by district level development officers, block development officer, General Manager DIC, representatives of lead bank, commercial banks, and cooperative banks and other organisations. A similar workshop is also envisaged to be conducted at block level to familiarise the block level extension officers, village level workers and other functionaries involved in IRDP with the objectives and operational steps involved in the I.R.D.P.

The preparation of the IRD block plan is proposed to be taken up in two stages.

- (i) A 5 year development plan or a perspective plan
- (ii) An Annual Action Plan.

Preparation of 5 year Perspective Plan:

The preparation of a perspective plan is to be taken up in a step by step manner.

1. The first step involves the preparation of a resource inventory to provide the basis of identifying the development potential of the area. This would be in five parts.

- (i) Population and human resources
- (ii) Area and location specific resource data
- (iii) economic activities with details of institutions engaged in them.
- (iv) other infrastructure (location-specific)
- (v) social and institutional facilities alongwith location.

2. The second step involves a review of all on-going programmes both plan and non-plan at the block level. These activities are then proposed to be appraised in the context of the needs of the target group.

3. The analysis of local resources and review of on-going programmes leads to the third step i.e. preparation of a perspective plan which will indicate the magnitude and dimensions of the potential for development of various activities, sector-wise. The perspective plan should be integrated at the district level and discussed and approved by the DRDA.

4. The next step is the preparation of a perspective credit plan. The guidelines issued by the RBI and ARDC may be taken into account while preparing the credit plan. The credit plan should indicate the area of operation of each bank branch and cluster of villages allotted to the branch and the quantum of credit support likely to be available from each branch for the allotted villages for various sectors/activities.

5. Selection of cluster of villages is the next step for year-wise phasing of the implementation of the programme. The general criteria for selection of cluster are as below:

- (i) existence of programme specific infrastructure,
- (ii) availability of credit institutions,
- (iii) present level of development of the area, the capacity to absorb credit to the extent envisaged,
- (iv) concentration of SC/ST and other weaker sections below the poverty line, and

- (v) any other specific criteria relevant for the purpose which will facilitate optimum utilization of the resources and the effective implementation of the programme.

These clusters may be either spatial in terms of a number of contiguous villages or functional i.e. villages falling on milk routes etc. The availability of VLW and their spread may also be taken into account.

II. Annual Action Plan:

After the preparation of perspective plan and selection of clusters, the next step is the preparation of an annual plan for the block, clusterwise. For this purpose a survey of families residing in the selected cluster should be conducted. Following household survey, the families with operational holdings of five acres of land or less or where income prima facie is less than Rs.3500 per annum should be classified according to their per capita income. Generally poorest among the poor should be selected for assistance. It is also desirable that double the number of families to be assisted should be identified since some of the families identified may found to be ineligible for one reason or other. The final selection may be made in the meeting of the Village Council (Gram Sabha).

7. The next step is the preparation of family plan showing schemes or a package of schemes suitable for them keeping in view their preferences as revealed by them during household survey and the available physical potential, facilities for training and availability of supporting infrastructure, individual family plan of all the families for each cluster will become a cluster plan.

Cluster plan will collectively become block plan, which will reflect the requirement and availability of both institutional credit and subsidies.

8. Annual Credit Plan:

The next step is the determination of credit requirement based on annual block plan and allocation of responsibilities among commercial and cooperative banks in consultation with the banks as the basis of cluster of villages.

While estimating the credit requirement, the unit cost approved by ARDC (Now NABARD) may be adopted for various schemes.

Planning machinery:

The responsibility for preparing the 5 year perspective plan as well as annual action plan has been assigned to the project officer of the DRDA and his team of experts. As regards planning at the block level, it has been laid down that while the collection of data and preliminary analysis may be done by the block staff, the block plan will have to be finalised by the project officer, DRDA. The technical experts of the DRDA would be responsible for finalising sectoral components of plan at the district and block levels. The block plans may be got endorsed by Panchayatiraj institutions in case they are functioning in a particular block.